ATHABASCA REGIONAL SERVICES STUDY

PART TWO

URANIUM CITY CONSOLIDATION PLAN

Prepared for :

Government of Saskatchewan
Department of Northern Saskatchewan

Government of Canada
Department of Regional and Economic Expansion

Prepared by :

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EXECUTIVE SUMMARY - PHASE II
URANIUM CITY CONSOLIDATION PLAN

Whereas Phase I of this Study identified the desirability of retaining Uranium City as the Regional Service Centre for the Athabasca Region through the reasonable "life" of the physical infrastructure of the services delivery facilities, provided that the hospital services delivery system is maintained at a viable level, the objective of this Phase of the Study was to provide a detailed working plan for the consolidation of Uranium City.

The elements of the community that are key to the consolidation program include the condition, location and ownership of housing, the location of commercial and institutional services and the ability for the municipal servicing system to be downsized. Detailed studies were undertaken on these elements to enable the generation of two consolidation options. The first of these involved consolidation focusing on the existing downtown core; the second involved centralization of the community around the Candu High School which would be redeveloped to include most of the community's commercial and institutional facilities.

Evaluation of the two options rendered the basic conclusion that consolidation around the downtown area is preferable for the following reasons:

- existing commercial, institutional and church facilities are retained;
- downtown area includes a greater proportion of government staff housing;
- the implementation of necessary changes to the municipal servicing systems is less costly;
- the implementation of this option provides greater flexibility, it is the least disruptive and the least costly.

The implementation program, which is complicated by the intricate interrelationships among the components may be summarized as follows:

1. Designate the boundaries of the proposed community, based primarily on future housing needs;
2. Initiate a one year salvage program for buildings beyond this area;
3. Establish a housing acquisition program;
4. Adopt an official status for the new community;
5. Engage a Village Administrator who will be capable of managing the implementation program;
6. Revise the school operating system;
7. Implement municipal servicing modifications including the relocation of the sewage pumping station, the construction of the sewage forcemain, the relocation of the water heating and recirculation equipment and downsizing the water pumping facilities;
8. Close the bypass road and other redundant streets in the community;
9. Following the one-year salvage period, implement the demolition and clean-up program;
10. Implement program to truncate the municipal servicing systems from areas as they are cleared;
11. Elect a Village Council at some appropriate time during the implementation process;
12. Undertake a program to monitor the viability of the hospital services delivery system for the Athabasca Region;
13. Continue to operate the hospital as long as the physical facility is suitable and as long as the level of services that are delivered is acceptable;
14. Establish a contingency plan for the delivery of hospital services in the event that the existing system ceases to be viable.
15. Upon achieving stability in the community, adjust the municipal boundaries so as to allow the reversion of unoccupied land to the Crown.

I. INTRODUCTION

1.1 Perspective

The closing of the Beaverlodge Mine and Mill was announced by Eldorado Nuclear Limited in early December of 1981. The announcement evoked a series of responses to deal with the future options for Uranium City, which relied, to a large extent, on the economic base provided by Eldorado employment. In ensuing months, a series of economic development opportunities were evaluated for their potential to replace the economic base formerly provided by the mine and mill. Arising from this discussion was the notion of retaining those regional services and functions that had been provided to the Athabasca Region in Uranium City.

In November of 1982, the consulting firm of Underwood McLellan was retained to identify the magnitude of the regional service functions and to evaluate the benefits and costs of delivering these regional services from Uranium City, from another centre within the region, or from a location outside the region. This analysis was to be the first phase of a process of which the second phase was to prepare plans to accommodate the population and community infrastructure for the selected regional service centre location.

The study demonstrated that the regional service function comprises the provision of hospital and medical services to the region, the delivery of certain government services such as social services, and the provision of a small range of commercial services.

However, the total employment provided by these services was shown to be small relative to the employment formerly provided by Eldorado Nuclear's Mine and Mill. The study concluded that an incremental population of about 150 would be supported by the service centre function. Added to the population of 100 who are supported by non-regional activities, this brings the total population of Uranium City to no more than 250.

The cost-benefit analysis showed clearly that the least cost option for service centre location in the short to medium term would be Uranium City. This choice reflects lower initial capital costs due to the use of existing infrastructure and plant, but higher operating costs due to relative isolation from the majority of regional population which is located in the Stony Rapids area.

The decision to retain Uranium City as the regional centre at least on a short-term basis was announced on February 23, 1983. The decision set the stage for a planned adjustment of a physical plant accommodating 3,000 people to an anticipated population of about 250 people. This involves substantial consolidation of the physical extent of the community, the down-sizing of utilities, the concentration of community activities in a much smaller area, the disposal of redundant municipal assets, and corresponding adjustments in municipal structure and operating procedures.

This plan presents the recommendations and implementation strategy for such adjustments. The plan has been prepared at a time when the population has declined to between 700 and 800. A further decline is anticipated following the withdrawal of a majority of Eldorado's decommissioning staff after June, 1983.

1.2 Structure of the Plan

The plan comprises two basic sections. The first section establishes consolidation objectives, evaluates several consolidation options, and establishes a land use, circulation and facilities plan which is appropriate to the needs and financial resources of the community. The second section deals with the implementation mechanisms in terms of municipal capital and operating budgets, the relocation mechanism, and the decomissioning process for all of the community.

1.3 Acknowledgements

This rather unique task of planning for negative growth was enhanced by contributions of different people with particular knowledge, experience, capabilities, insights and feelings. Those to whom we wish to pay a special vote of thanks for their particular contribution to this phase of the study include:

Brian Goffin	- Co-ordinator of Steering Committee
Joe Oliver	- Manager, Municipal Corporation of Uranium City
Mayor and Council	- Municipal Corporation of Uranium City
Dick Bailey	- Deputy Minister, Department of Northern Saskatchewan
Gerry Stinson	- Director of Municipal Services, Department of Northern Saskatchewan
Ray Crozier	- Director of Planning, Department of Northern Saskatchewan

The people of the Staff of the Municipal Corporation and a number of government Departments, particularly the Departments of Health and Education also provided valuable assistance. We are undoubtedly neglecting certain people without whose help this task would have been more difficult. We apologize for that oversight.

II. PHYSICAL PLAN

1.0 BASIC CONSIDERATIONS

A full description of the community's infrastructure and function prior to the mine and mill closing has been presented in documents such as the Uranium City Development Plan, Alternative Strategies Report and the Athabasca Regional Study, Volume I. It is not intended to replicate such information in this report although it would provide a very useful perspective. Nevertheless there are several features of the community which constitute basic issues for the consolidation plan. These key features are discussed in varying degrees of detail in the following sections.

1.1 Employment and Population

Following from the discussion in Phase I, Section II.B.1, it is anticipated that, following withdrawal of most of Eldorado's remaining staff in early July, 1983, the population will decline fairly quickly to about 250 people. This population will be supported by an economically active labour force of about seventy-five persons. About twenty-five will be employed in the hospital, about fifteen by various agencies of the provincial government, five by municipal government, twenty in the commercial sector and ten in various other positions. It is further estimated that about thirty families will remain as seasonal employees, retired or social aid recipients.

About eighty housing units will be required, preferably single detached in type. In order to find and retain staff it will likely be necessary to seek husband and wife teams, who may serve in different sectors. This will reduce the number of

families supported by the seventy-five jobs. Similarly, where single nurses are recruited, the accommodation in the nurses' residence will reduce the number of homes needed.

1.2 Municipal Structure

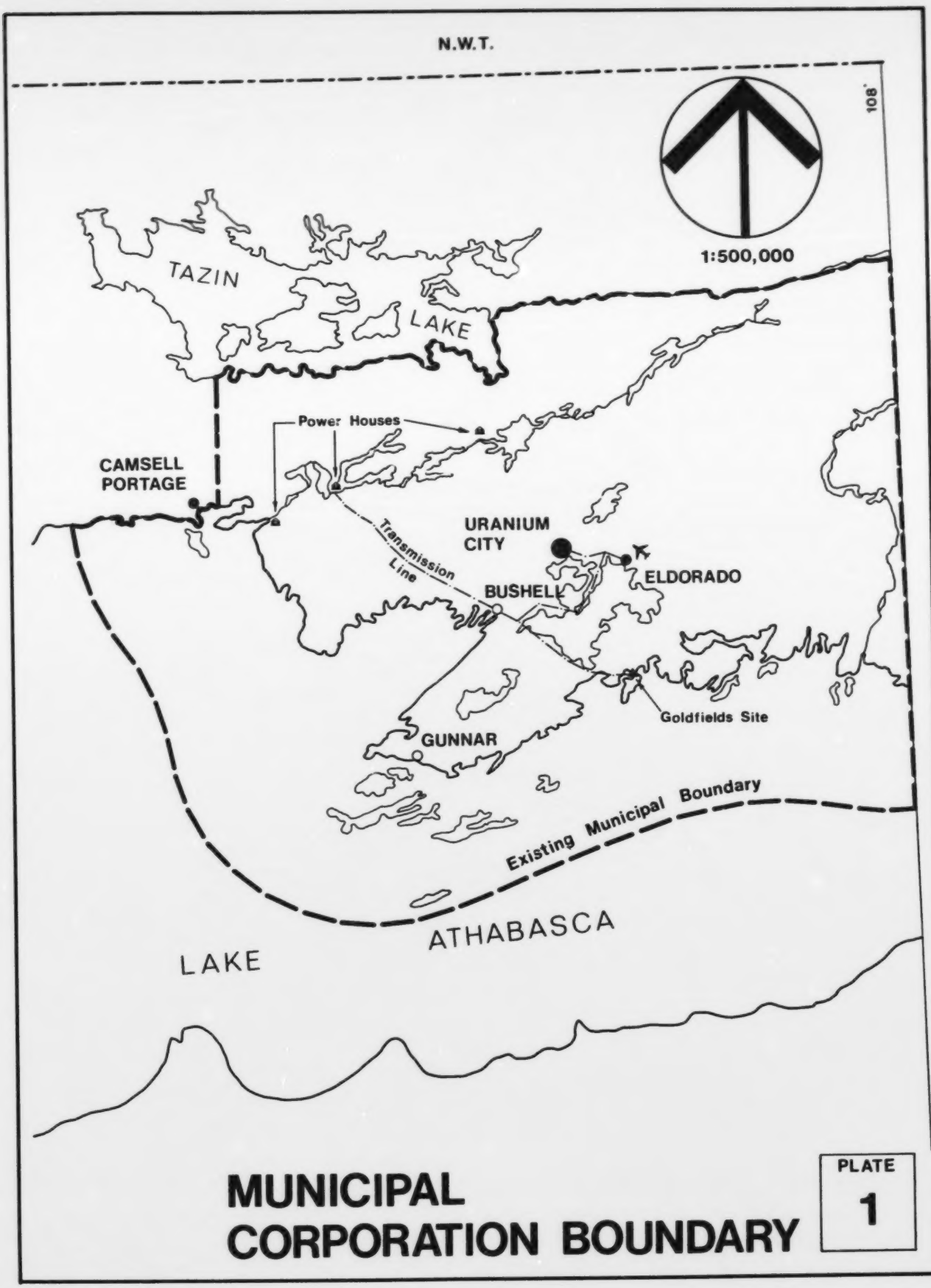
The Municipal Corporation of Uranium City is a unique municipal structure in Saskatchewan in that one corporate body administers the functions of education and health along with the traditional municipal functions.

In physical extent, the corporation is also unique. It includes a large area of forested crown land surrounding the built-up community, as well as the airport, the Eldorado Mine/Mill complex, the "company town" of Eldorado, the Port of Bushell and a considerable number of abandoned mine sites including Gunnar and Goldfields (see Plate 1).

A change in municipal structure and reduction in areal extent is anticipated. With the closure of the mine and mill and the loss of taxation revenue, there will be no reason for a special municipal status and extended boundaries. It is anticipated that the administrative structures will be brought into line with similar communities in Northern Saskatchewan when the Northern Municipalities Act is passed in the spring, 1983.

1.3 Physical Form

Uranium City is very elongated in its physical configuration, reflecting the shape of developable land lying between the rocky outcrops, which are prominent in the landscape. The core area containing the downtown commercial and office functions is somewhat off-centre to the northeast. In total the community



MUNICIPAL CORPORATION BOUNDARY

PLATE
1

extends about four km from Hospital Hill, a new housing area adjacent to the hospital, to the TMC subdivision. The Fredette River separates the core from Hospital Hill. Eldorado townsite, the company town, is located about eight kilometres (5 miles) to the east.

1.4 Housing

The decline in population of Uranium City has created a surplus of housing units. Of the 818 or so units, less than one hundred will be required to house the remaining residents. The housing stock varies greatly as to ownership, type, quality, and geographical area. This pattern was investigated thoroughly as a factor in determining the best consolidation plan. Moreover, the geographical distribution of occupied and unoccupied housing at the time of plan preparation, was of considerable interest, as it affected the possibility of creating a concentrated community centre. Consequently the housing situation is given considerable weight and attention in the background to the plan.

1.4.1 Ownership

The pattern of ownership is shown in detail for each of nine areas in Table 1, with the nine areas of analysis shown on Plate 2. These areas will be referred to frequently in the subsequent discussion. The figures demonstrate the significant role of Eldorado in the community housing picture. Almost sixty percent (468 units) of all housing units are owned by Eldorado compared with twenty-five percent (212 units) which are privately owned (many of them by Eldorado employees) and about fifteen percent (138 units) which are owned by several government agencies.

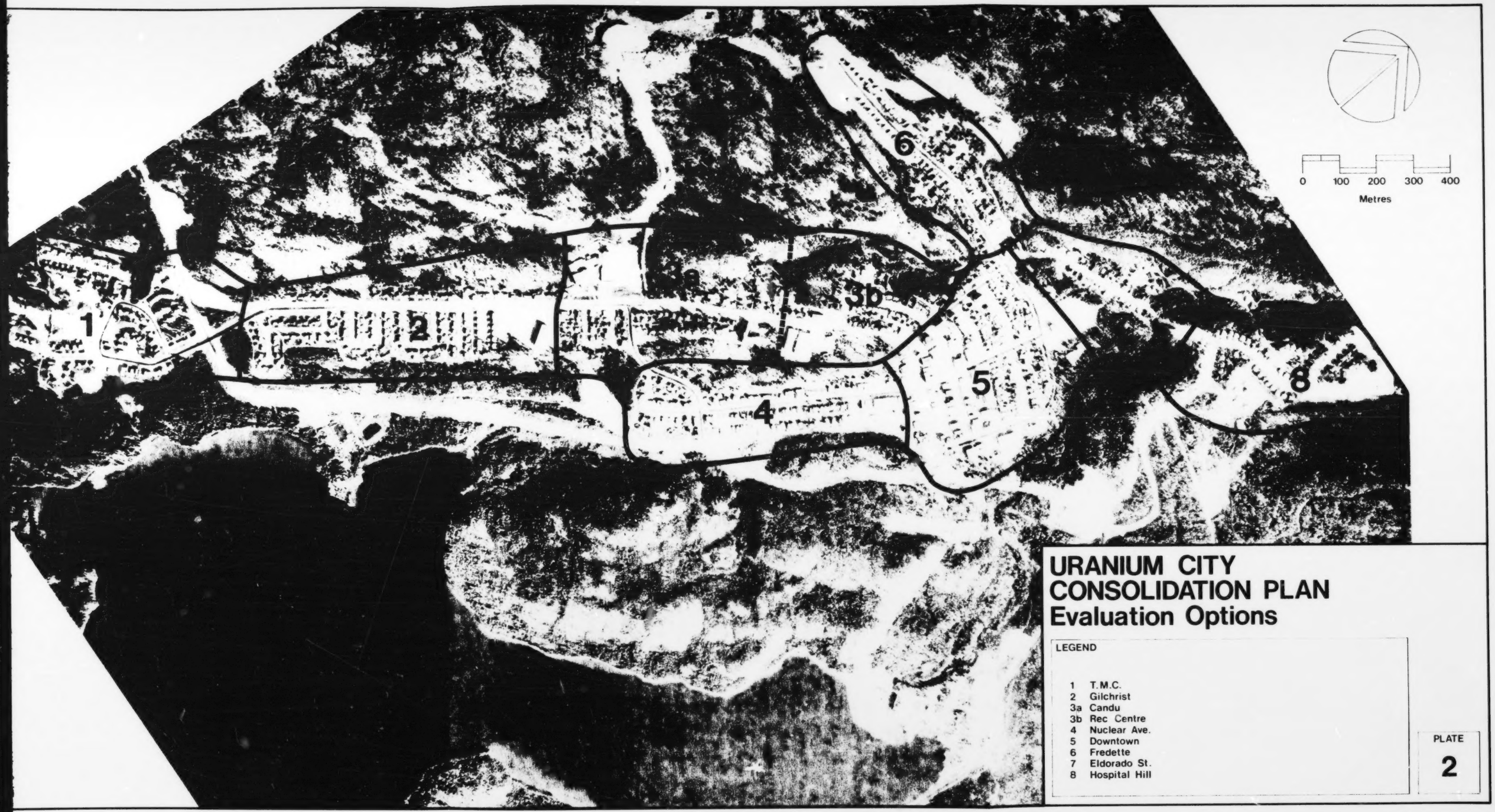
TABLE 1

Uranium City - Housing Ownership - 1983

Ownership	Area 1 TMC			2 U. Rd. S.			3A Candu			3B U.Rd.N.			4 Nuc.Ave.			5 Downtown			6 Fredette Road			7 Eldorado Street			8 Hospital Hill			Total		
	S	O	T	S	O	T	S	O	T	S	O	T	S	O	T	S	O	T	S	O	T	S	O	T	S	O	T	S	O	T
Eldorado	73	85	158	98	27	125	10	30	40	12	-	12	35	-	35	19	3	22	10	-	10	7	-	7	59	-	59	323	145	468
Federal Government (MOT and RCMP)	-			-			-			-			3	-	3	2	4	6	7	-	7	-			-			12	4	16
Provincial Gov't Staff	-			-			-			3	-	3	1	-	1	7	4	11	3	-	3	1	-	1	2	-	2	17	4	21
- Low Rental Units	-						2	-	2	2	-	2	4	-	4	2	-	2	1	-	1	3	-	3	-			14	-	14
- Senior Citizens	-			-			-			-			-			8	-	8	-			-			-			-	8	8
- Sask Tel/NSEL	-			1	-	1		-		2	-	2	-			-			-			-			-			4	-	4
- SMDC	-									1	-	1	1	-	1	1	-	1	1	-	1	2	-	2	-			6	-	6
- Section 40 Housing	-			4	-	4	2	-	2	2	-	2	2	-	2	3	-	3	19	-	19	2	-	2	8	-	8	42	-	42
Municipal Corporation	-			4	-	4	4	-	4	2	12	14	-			4	-	4	-			1	-	1	*			15	12	27
Private	-			11	-	11	57	-	57	22	-	22	24	-	24	51	-	51	35	-	35	12	-	12	-			?12	-	212
Total	73/85/158			118/27/145			75/30/105			46/12/58			70/-/70			89/19/108			76/-/76			29/-/29			69/-/69			645/173/818		

Single - Single Detached Dwellings
O - Other Dwellings
T - Total
* - Nurses Residence - 15 units

Sources: Eldorado, Municipal Corporation of Uranium City, Saskatchewan Housing Corporation.



URANIUM CITY CONSOLIDATION PLAN
Evaluation Options

LEGEND

1 T.M.C.
2 Gilchrist
3a Candu
3b Rec Centre
4 Nuclear Ave.
5 Downtown
6 Fredette
7 Eldorado St.
8 Hospital Hill

PLATE
2

Eldorado housing dominates the two new residential areas known locally as TMC and Hospital Hill. Also, Area No. 2, Uranium Road South, includes primarily older Eldorado units. In the older part of town, Eldorado units are mixed with private and government units.

Privately owned houses tend to be located in the older, more central parts of town. To illustrate this point, the number of private houses as a percentage of total housing stock is shown in Table 2 for each of the nine areas (refer to Plate 2).

TABLE 2

Percentage of Privately Owned Houses of Total Stock

	Area	Number of Private Units	Total Number	Percentage
1.	TMC	0	158	0
2.	Uranium Road South	11	145	7.5
3A.	Candu	57	105	54.3
3B.	Uranium Road North	22	58	37.9
4.	Nuclear Avenue	24	70	34.3
5.	Downtown	51	108	47.2
6.	Fredette Road	35	76	46.0
7.	Eldorado Street	12	29	41.4
8.	Hospital Hill	0	69	0.0
		212	818	25.9

Generally, outside of TMC, Hospital Hill and Uranium Road South, the percentage of privately owned houses varies between forty and fifty percent.

The ninety-five provincial government units include forty-two so-called "Section 40" houses, which are being acquired by occupants under a provincial/federal assisted home ownership program for northern communities. Nearly half of these are located on Fredette Road, the rest are dispersed through the older sections of town. Also included are eight senior citizens' duplex units (Saskatchewan Housing Corporation), located near the Catholic Church, and fourteen low rental family units, interspersed through the older area of town.

The balance of provincial government housing, some 32 units, comprises staff housing for a number of provincial government departments and Crown corporations, the latter including Sask Tel and Saskatchewan Mineral Development Corporation (SMDC). There is no definite locational pattern to these units.

Some twenty-seven housing units have been provided by the municipal corporation for its teaching and hospital staff as well as administrative and operations staff. These are scattered throughout the older part of town. As well, a nurses residence with twelve units is located near the hospital.

The sixteen federal government units are for Ministry of Transport and R.C.M.P. staff. MOT houses are visibly concentrated on Fredette Road.

1.4.2 Housing Types

Single detached dwellings are predominant. Seventy-nine percent (645 units) are single detached units. Attached units are of several varieties, including semi- detached row housing, apartment blocks, and three to five unit clusters. Table 3 lists the location and size of major higher density housing structures.

TABLE 3
Multi-Unit Housing

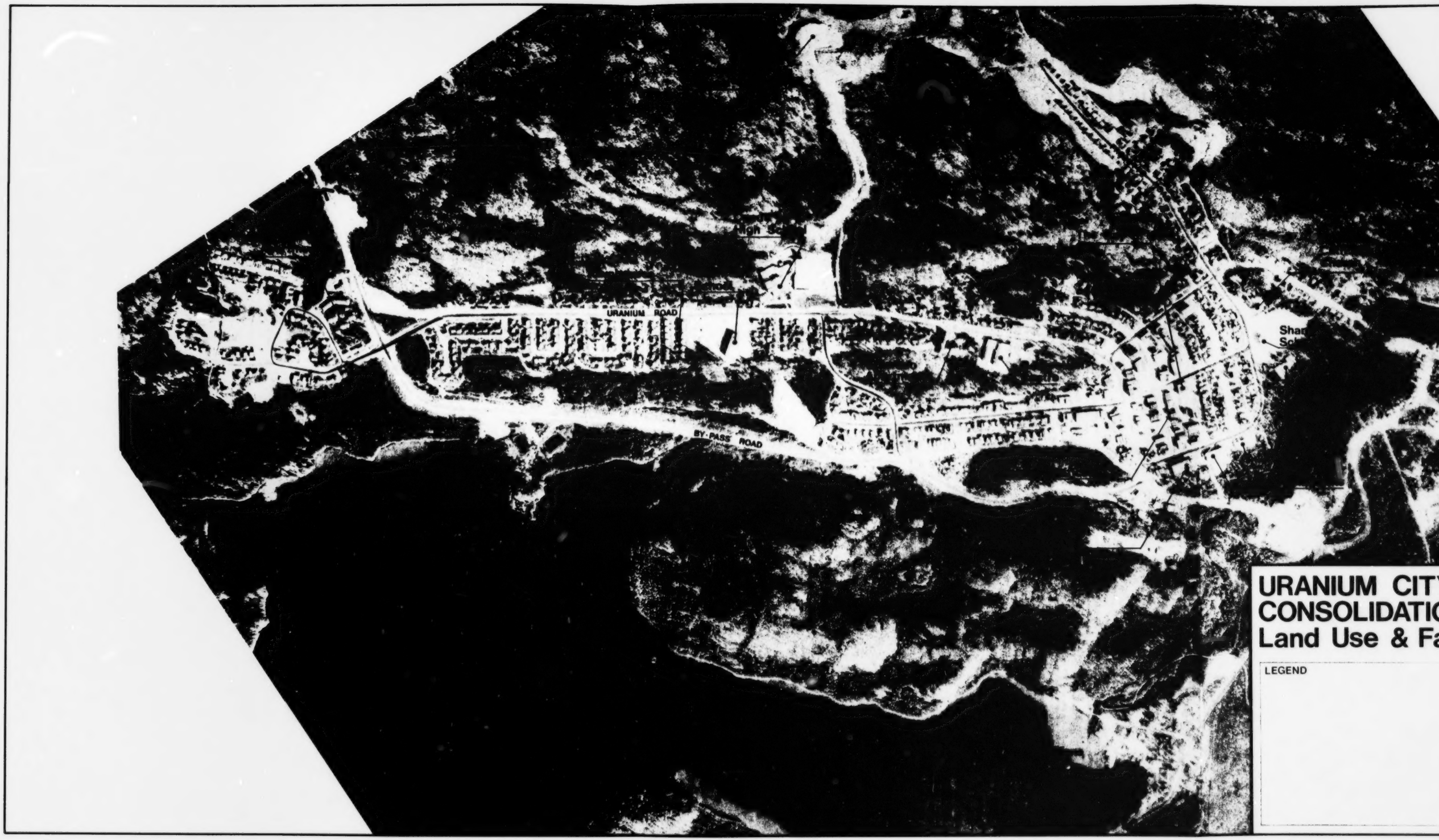
Owner	Housing Form	Number Of Units	Location	Date of Const.
Eldorado	Stacked Units	26	TMC, Block A	1978
Eldorado	Stacked Units	19	TMC, Block A	1977
Eldorado	Apartment Block	30	290 Uranium Road	1976
Eldorado	Town Houses	27	Gilchrist Place	1978
Municipal Corporation	Apartment Block	12	Uranium Road	1950s
Provincial Government	Apartment Block	6	Downtown	1950s

Source: Eldorado, Field Check, Municipal Corporation.

Eldorado is clearly by far the largest supplier of higher density housing. No individual entrepreneur has been involved as a landlord of multiple unit dwellings. The multi-unit dwellings provided by Eldorado are all less than ten years old and are impressive structures. If obtainable, they provide the potential for conversion to shorter term residential use (hotel, lodge, restaurant) as well as accommodation for government or commercial employees. The apartment block on Uranium Road and the Gilchrist Place townhouses are especially suitable in view of their more central location (see Plate 3).

1.4.3 Quality

Housing quality varies from mixed in the older areas to excellent in the new TMC and Hospital Hill housing areas. Generally quality reflects the age and construction standards of units.


URANIUM ROAD
BY-PASS ROAD
URANIUM CITY
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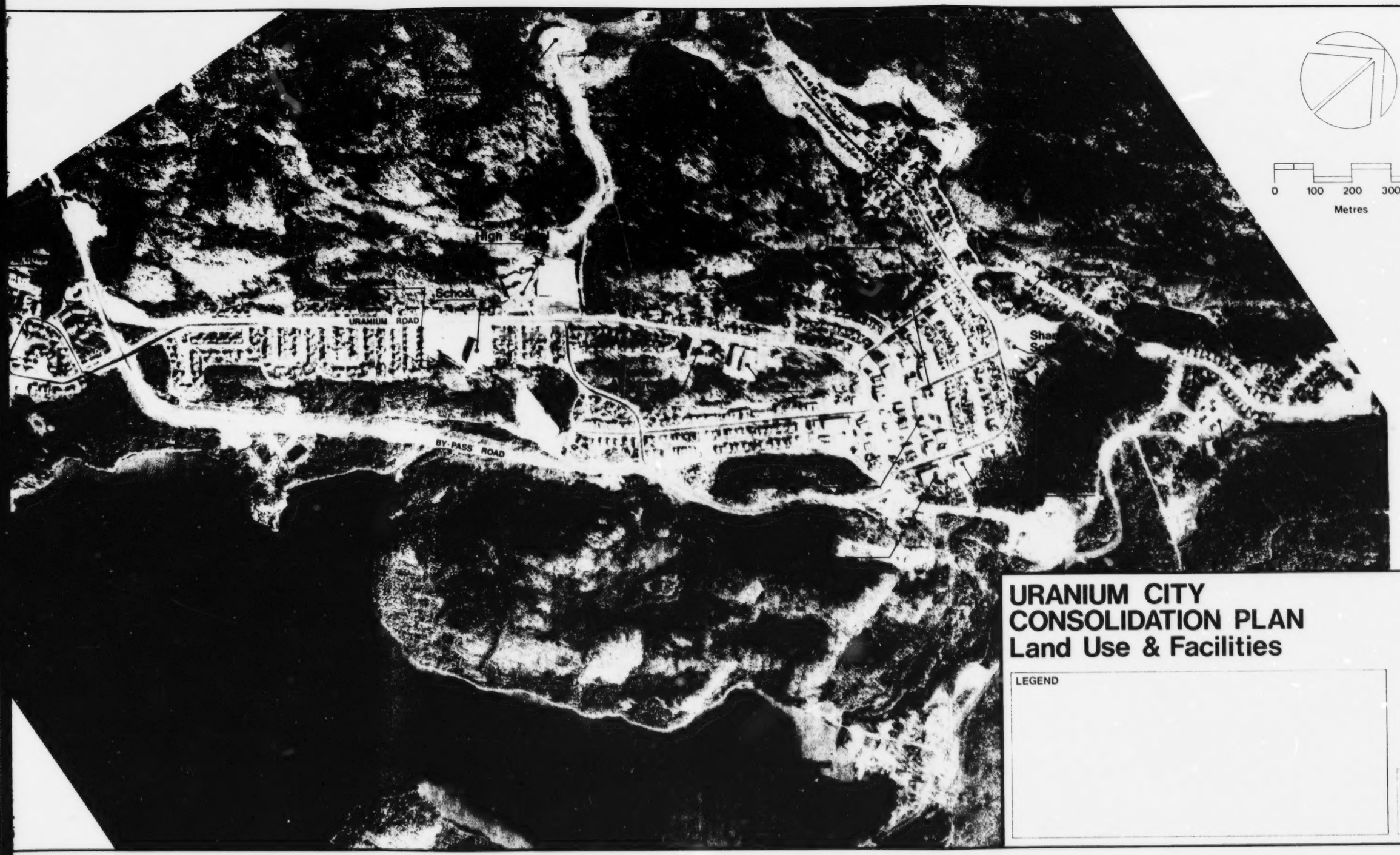
Land Use & Fa
LEGEND



URANIUM CITY CONSOLIDATION PLAN
Land Use & Facilities

LEGEND

PLATE
3

1.4.4 Occupancy - March 1983

By March of 1983, a population of 700 to 800 remained in Uranium City. After June 30, it is anticipated that only 30 Eldorado employees will remain and these will all reside in the Eldorado townsite. To get a picture of where the remaining population might be living, current occupancy patterns, excluding Eldorado employees living in Eldorado housing, were plotted by areas, as shown in Table 4. Information as to the ownership of occupied houses was obtained as well. This information was used to assess the magnitude of the relocation process, which would be necessary to achieve the optimum consolidation option.

TABLE 4

Occupancy - March 1983

	Area	Number of Housing Units	Number of Units Occupied, Non-Eldorado	Percentage Occupied, Non-Eldorado Staff
1.	TMC	158	0	0.0
2.	Uranium Road South	145	11	7.6
3A.	Candu	105	30	28.6
3B.	Uranium Road North	58	22	37.9
4.	Nuclear Avenue	70	20	28.6
5.	Downtown	108	38	35.2
6.	Fredette Road	76	30	39.5
7.	Eldorado Street	29	8	27.6
8.	Hospital Hill	69	6	8.7
		818	165	20.2

An additional 56 units, owned by Eldorado, are occupied by Eldorado employees, but will be vacated as of June 30, 1983.

1.5 Schools

There are four schools in Uranium City as shown in the land use and community facilities map (Plate 3). Basic school characteristics are shown in Table 5.

Under the consolidation scenario, a maximum student population of 35 is anticipated. This figure was obtained by multiplying the 1982 proportion of the population in the 5-14 age bracket, according to S.H.S.P. figures, by the target population of 250. However, it is likely that the residual population will have a lesser proportion of school aged children, as families with school aged children are more likely to leave the community.

TABLE 5
School Operating Costs

School	Size	Capacity	Date of Construction	1982-1983 Plant Operation Costs
Ben McIntyre	6 classrooms, small gym, library, teachers room.	150 students	1976	$ 39,560.00
Candu High	15 classrooms, 2 full size gyms, specialized instruction rooms.	350 students	1957 additions in 1968 and 1978	$198,450.00
Shannon	7 classrooms		1953, 1955	$ 22,615.00
Gilchrist	16 classrooms, assembly area.		1957, 1968	$ 66,607.00

Source: M. C. of Uranium City.

Consequently, a figure of thirty-five students may be more realistic.

The student population in the spring of 1983 was about 220 and was accommodated within Candu High School. This school would be unsuitable as long-term accommodation for school students only. The physical plant would be vastly in excess of requirements, and operating costs would be much higher than for any of the other schools. Consequently, efforts were made to identify alternate use of excess space to determine the feasibility of keeping Candu open.

Ben McIntyre would appear to be the alternate long term location for school facilities provided that the focus of the future community were the downtown area. It is only slightly in excess of space requirements, it is a new structure, costs of plant operation are much less than for Candu, and it has a central location. Unfortunately to use Ben McIntyre would almost necessarily lead to the redundancy of Candu, a modern well-equipped school building.

Consequently, a major task of the study was to consider the suitability of Candu for other community functions such as government and commercial services.

If only two classrooms are required, an existing store in the downtown area or space in the Provincial Office Building could possibly be renovated for school use.

2.0 BASIC PLAN OBJECTIVES

The process of preparing the consolidation plan was guided by a number of overriding objectives. These objectives are presented here briefly to allow weight into the processes of plan formulation. In some cases, objectives proved to be conflicting which necessitated a compromise solution being reached.

2.1 Economy

The rationale for selecting Uranium City as a Regional Service Centre location was, in part, the economic justification of the least-cost solution. Consistent with this rationale are the following objectives:

- to minimize capital costs of downsizing; and
- to minimize operating costs of the municipal operation

The achievement of these two objectives implies two further objectives:

- to establish as compact a community form as possible so as to minimize operational costs of the municipality in terms of snow clearing, water heating, street maintenance, street lighting and ongoing repairs; and
- to make best use of existing community infrastructure and structures, many of which are of recent construction and in excellent condition.

2.2 Amenity

Due to the isolation of the community, every effort should be made to retain those facilities or activities which provide

interest to residents. It will be necessary to provide sufficient recreational and cultural opportunities to retain or attract staff employees. Thus it appears to be essential to retain the arena. The retention of an indoor recreational facility such as a gym and the community library would also be a desirable objective.

2.3 Visual Effects

Another aspect of community amenity is the appearance of the community. Currently, visitors and residents alike comment on the "ghost town" appearance of the community created by deserted streets, unlighted houses, and boarded up windows. Concentration of people and activities into a much smaller area may help to relieve this appearance. Thus a key objective is to minimize the visual impact of abandonment.

2.4 Circulation

A major objective is to reduce travel distance and travel time between various parts of the community to achieve the goals of convenience, energy saving and cost saving. For example, if the resulting community is compact enough to bring all children within walking distance of school, then the cost of a school bussing system can be foregone.

2.5 Minimize Relocation

Community consolidation implies a certain degree of relocation within the community. It is intended that this relocation will be a voluntary response once a core area is defined and housing is made available within that area. Because of personal costs incurred in such moves, the objective of the plan is to

minimize the amount of relocation of residents. At the same time, a certain flexibility of choice for relocation would be an incentive to move. Consequently the consolidation area should be large enough to provide flexibility in choice for relocated residents. Necessarily, this objective is in conflict with the objective of a compact core, and a resolution of this conflict is required.

2.6 Land Suitability

The consolidation plan will avoid areas where construction difficulties have been encountered in the past due to slopes, poor drainage, unstable soils or other environmental factors.

3.0 PHYSICAL DEVELOPMENT OPTIONS

3.1 Introduction

To accommodate the downsizing program and to prepare the consolidation phase which most clearly meet the previously stated objectives, a two-stage process was employed - preliminary screening followed by further evaluation of options. The current developed area was divided, for purposes of evaluation and analysis, into nine areas as shown previously on Plate 2.

3.2 First Round of Evaluation

The first phase of the process was to eliminate those areas where some overriding factor excluded the areas from further consideration. As a result of this process, Area 1 (TMC), Area 4 (Nuclear Road) and Area 6 (Fredette Road) were excluded from further consideration.

Area 1 (TMC) was excluded primarily because its peripheral location relative to any service or activity centres, and secondarily because of site development problems which could lead to future repair costs being incurred. As housing is totally owned by Eldorado and vacated, no relocation hardship would result.

Area 4 (Nuclear Road) was excluded because it is located on poorly drained soil which could lead to ongoing maintenance and repair costs. Also, the site is less attractive than other, more easily serviced areas, as it abuts some industrial users.

Area 6 (Fredette Road) was felt to be redundant because of the high cost of operating the lift station at the northwest end and because of its somewhat peripheral location. As many as nine occupants of Section 40 and private houses might have to relocate as a result of the exclusion of this area.

3.3 Second Round of Evaluation: Downtown Focus and Candu Focus

Two consolidation options, comprising the remaining areas, were defined and evaluated.

The two options were: Option A - Downtown Focus
Option B - Candu Focus

3.3.1 Downtown Focus

This option focuses on Area 5 (Downtown) and also includes Area 6 (Hospital Hill), Area 7 (Eldorado Street), Area 3B (Rec Centre) and the Eldorado apartments on Uranium Road West. Major buildings would retain their existing use, with major activity centres being the Provincial Office Building and the Hospital. The municipal office could continue in its present location or it could find space in the provincial government office building. The Ben McIntyre School could be reopened, which would provide more than adequate space for educational, social and cultural activities, or alternately, one of the abandoned commercial structures could be converted to a school. The Bay, Post Office, liquor store, R.C.M.P., service station, restaurant and Roman Catholic Church would continue in their current locations. Also, the Recreation Centre would be included. Consequently, all activity centres would be retained in or near the downtown. With regard to housing, a total of 296 houses are contained within the area, which is an excess of about 200 units. By ownership and type, the number of houses is as presented in Table 6.

TABLE 6

Housing - Downtown Focus

	Single	Multiple	Total
Eldorado	90	33	123
Private	85	--	85
Federal Gov't Staff	2	4	6
Provincial Gov't Staff (SMDC, Sask Tel and NSEL)	19	4	23
Municipal Gov't Staff	7	24	31
Section 40 Housing	15	--	15
Low Rental Units	7	--	7
Senior Citizens Units	6	--	6
	231	65	296

There are sixty federal, provincial and municipal staff houses within the area, including thirty-eight single detached units. An additional fifteen Section 40 houses, seven low rental units and six senior citizens' units are in the area, for a total of eighty-eight government units. Consequently the entire population could be housed in government units, if necessary. Because a small percentage of occupants would live in their own privately owned homes, this would probably be unnecessary, and, since some of the government units are of dubious quality, this may not be desirable.

Certainly the acquisition of Eldorado apartment units or private detached units would increase the range of housing choice available.

In March, 1983, about forty privately owned dwellings, which lay beyond the limits of this area, were occupied. It is a matter of speculation as to how many occupants would remain after the exodus predicted for July of 1983.

The downsizing of the community to this option would result in costs related primarily to the municipal utilities systems. The total capital cost of downsizing the physical infrastructure is estimated to be $335,000, including modifications to the existing water intake, and relocation of a pumping station and the construction of a force main to the lagoon. Annual operating costs of the municipal utilities systems for this option would be in the order of $90,000, including power, heat and manpower.

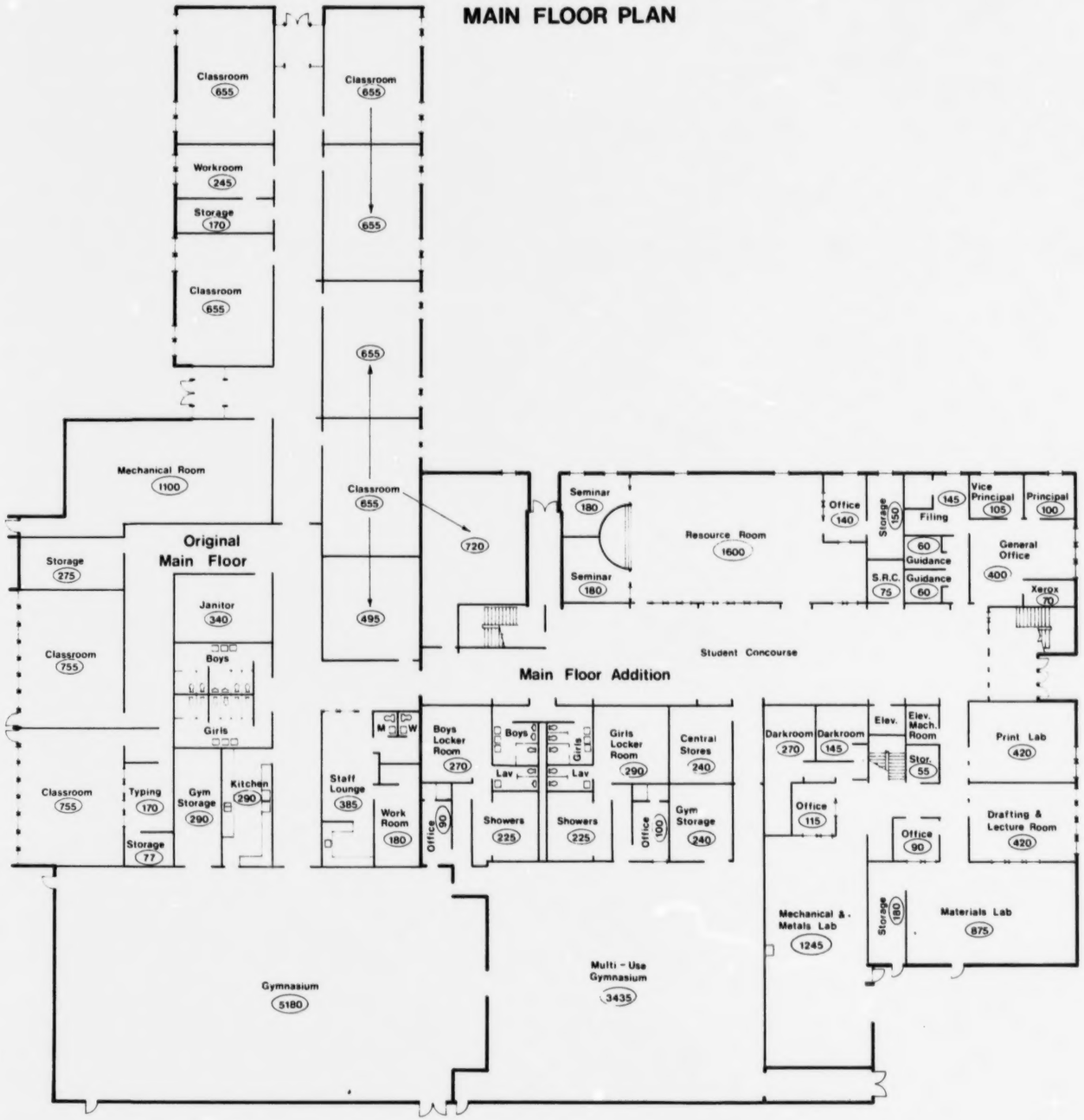
3.3.2 Candu Focus

As the name implies, this option would feature the consolidation of many community activities into the high school, which would be converted into a commercial and institutional core. The only major exceptions as to occupancy would be the Hospital, the R.C.M.P. Station and the recreation centre. All other offices, businesses, educational and community activities would be placed under one roof. Candu contains two gymnasia, thirteen classrooms, a large library, ten special purpose classrooms and labs, with a concourse linking a number of these activity areas. The total floor area is about 50,000 square feet contained on two floors, with the main floor divided into two well-defined wings (see Plate 4).

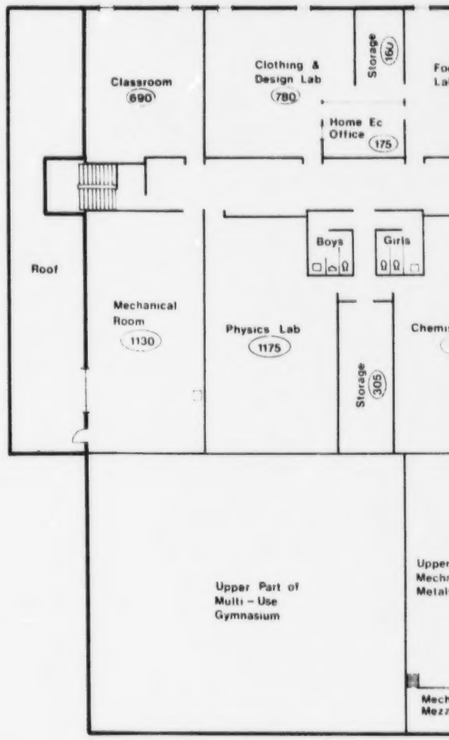
Clearly such a facility would create a strong central focus to the community both functionally and visually. A conceptual plan illustrating the conversion potential is displayed on Plate 5.

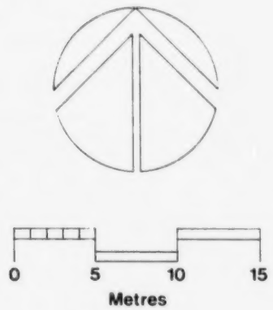
The residential areas which would be maintained under this option would be Areas 2, 3A, 3B and a small portion of Hospital Hill. The acquisition of the 30 unit apartment owned by Eldorado on Uranium Road and of Eldorado's townhouses on

MAIN FLOOR PLAN



SECOND FLOOR PLAN





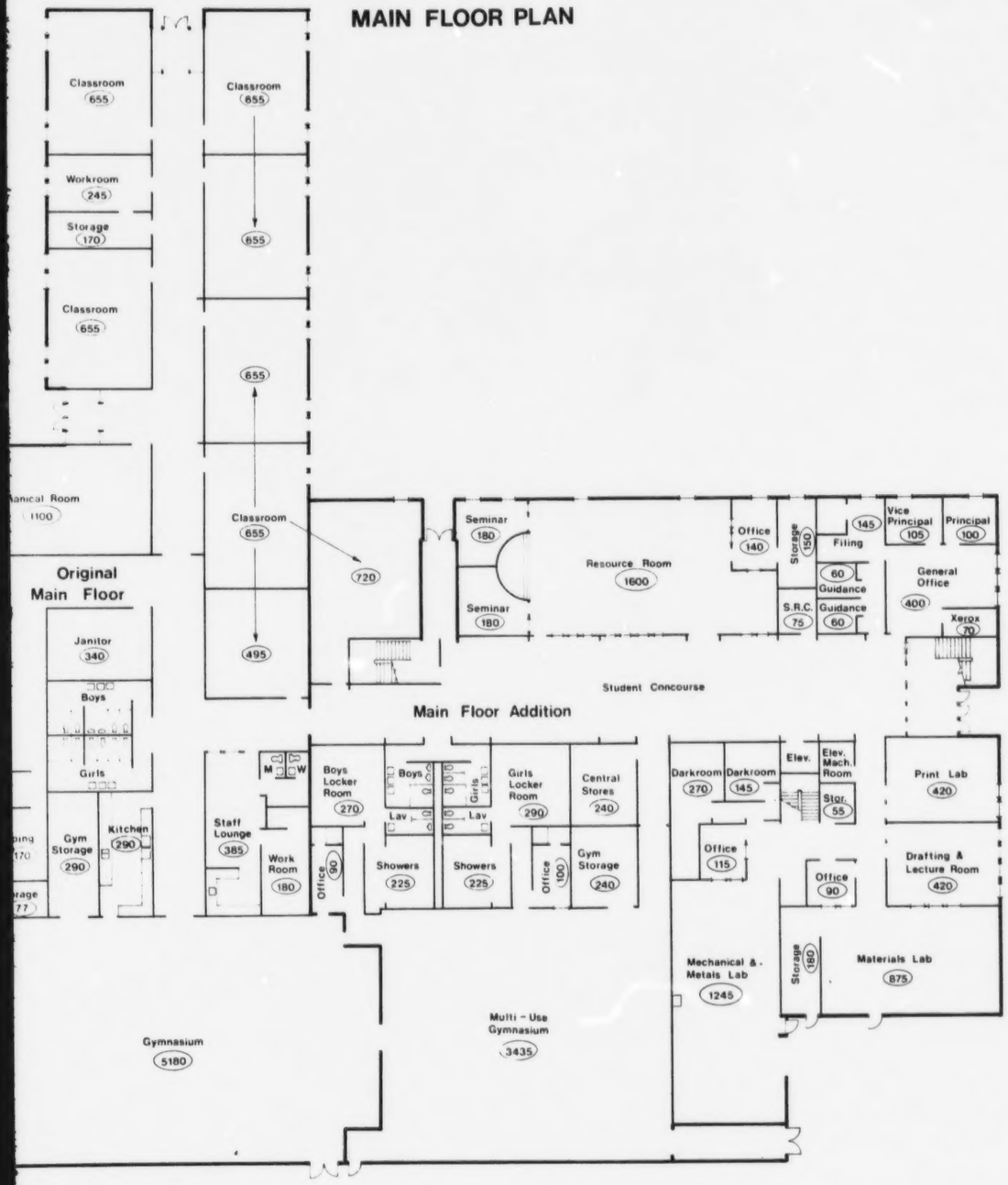
URANIUM
CONSOLID
Candu High

LEGEND

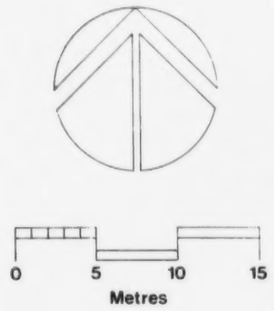
Office 90 — Use / Square Foota

Original - Main Floor
Addition - Main Floor
Addition - Second Flo
Total

MAIN FLOOR PLAN



SECOND FLOOR PLAN



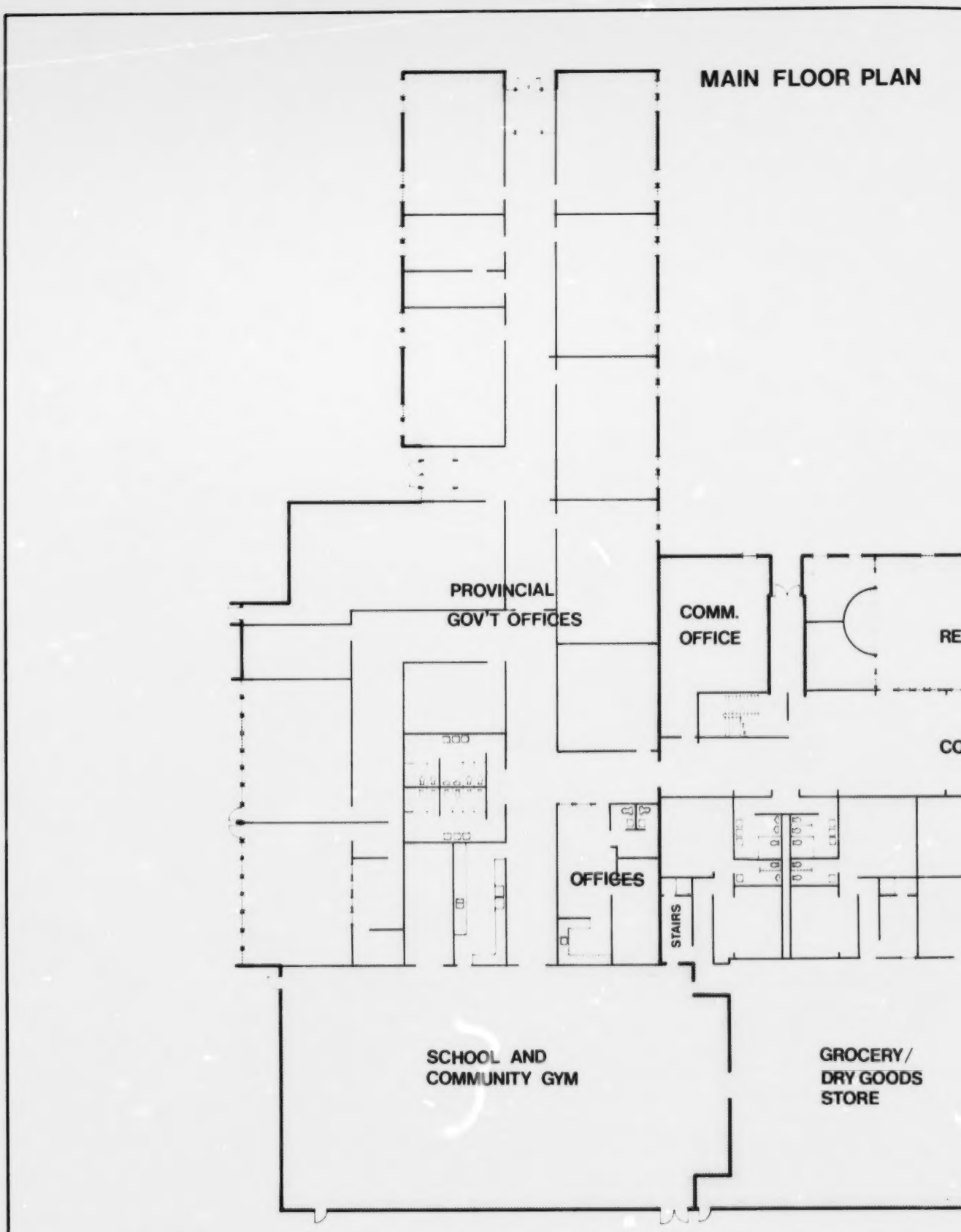
URANIUM CITY CONSOLIDATION PLAN
Candu High School · Existing Uses

LEGEND

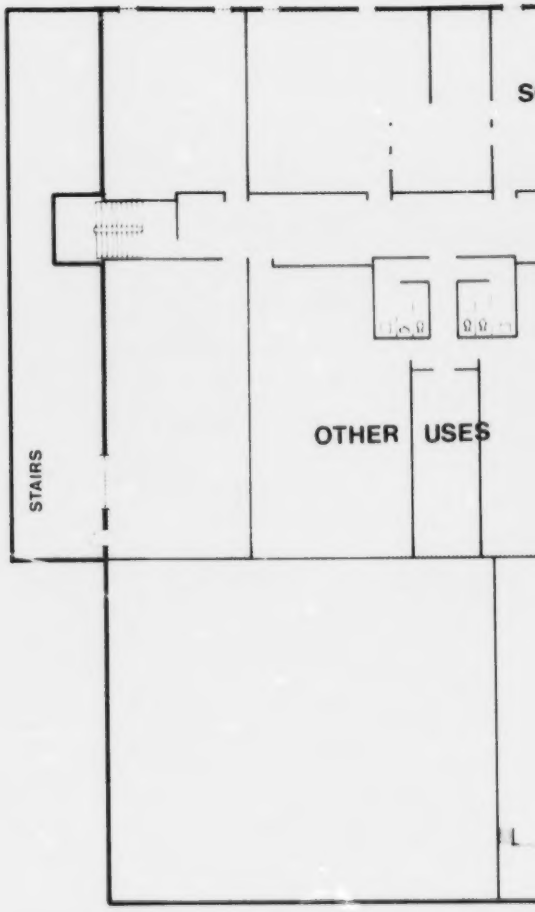
Office 90 — Use / Square Footage

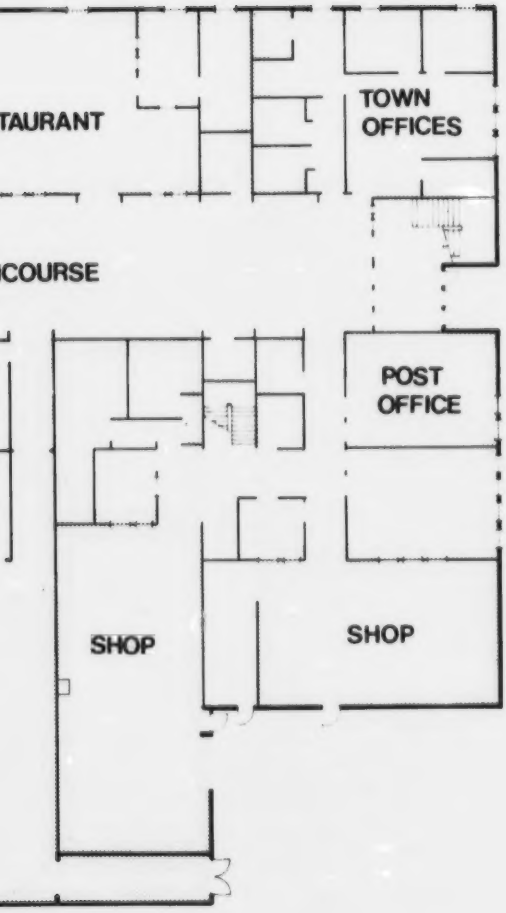
Original - Main Floor	20,400
Addition - Main Floor	19,360
Addition - Second Floor	12,500
Total	52,260 Sq. Ft.

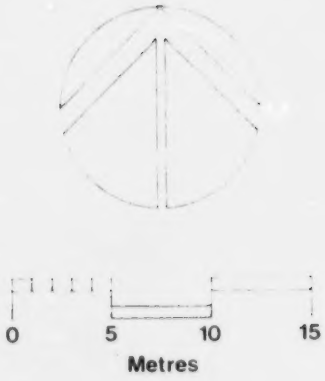
PLATE 4


MAIN FLOOR PLAN
PROVINCIAL
GOV'T OFFICES
COMM.
OFFICE
RE
CO
OFFICES
STAIRS
SCHOOL AND
COMMUNITY GYM
GROCERY/
DRY GOODS
STORE

SECOND FLOOR PLAN







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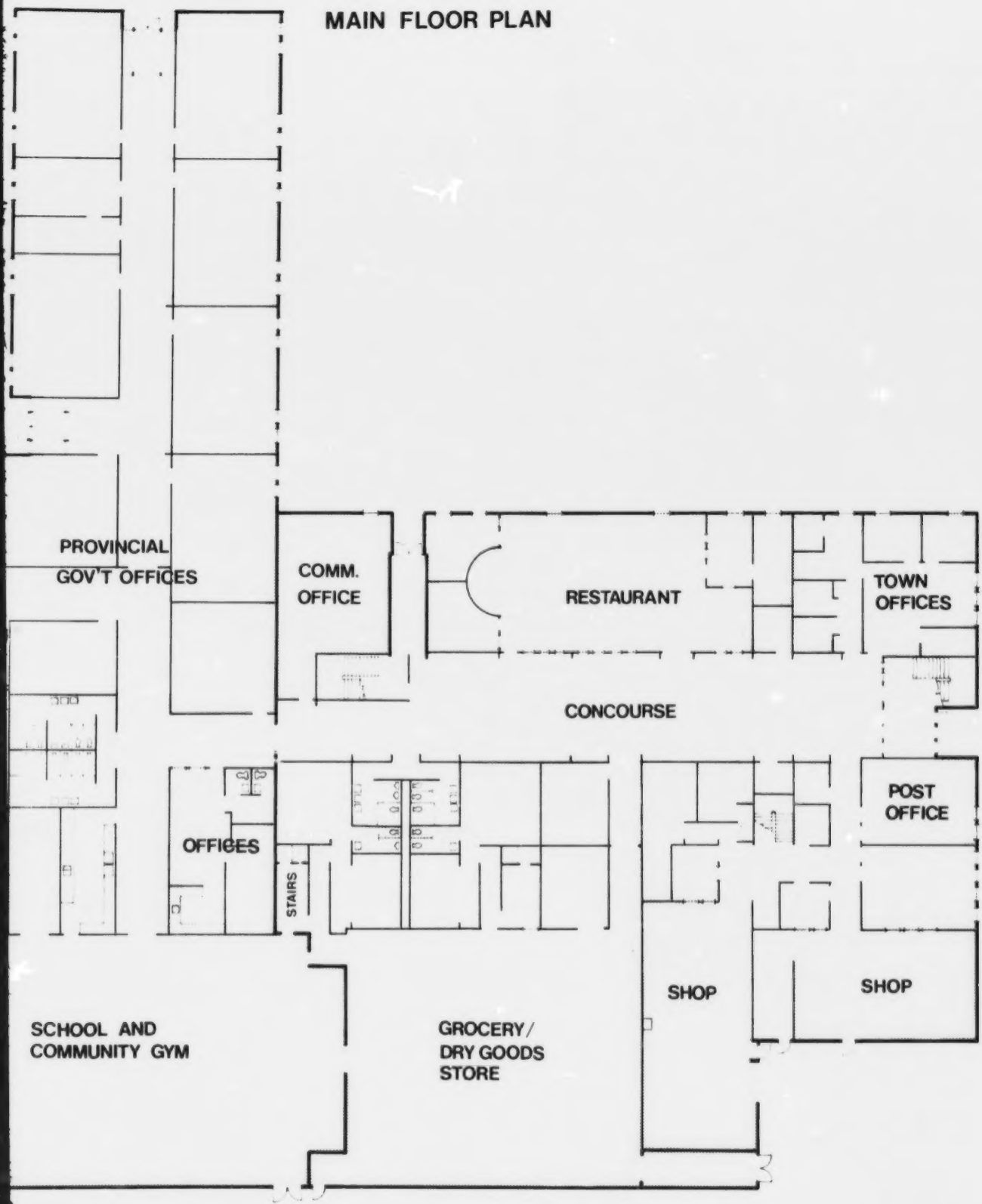
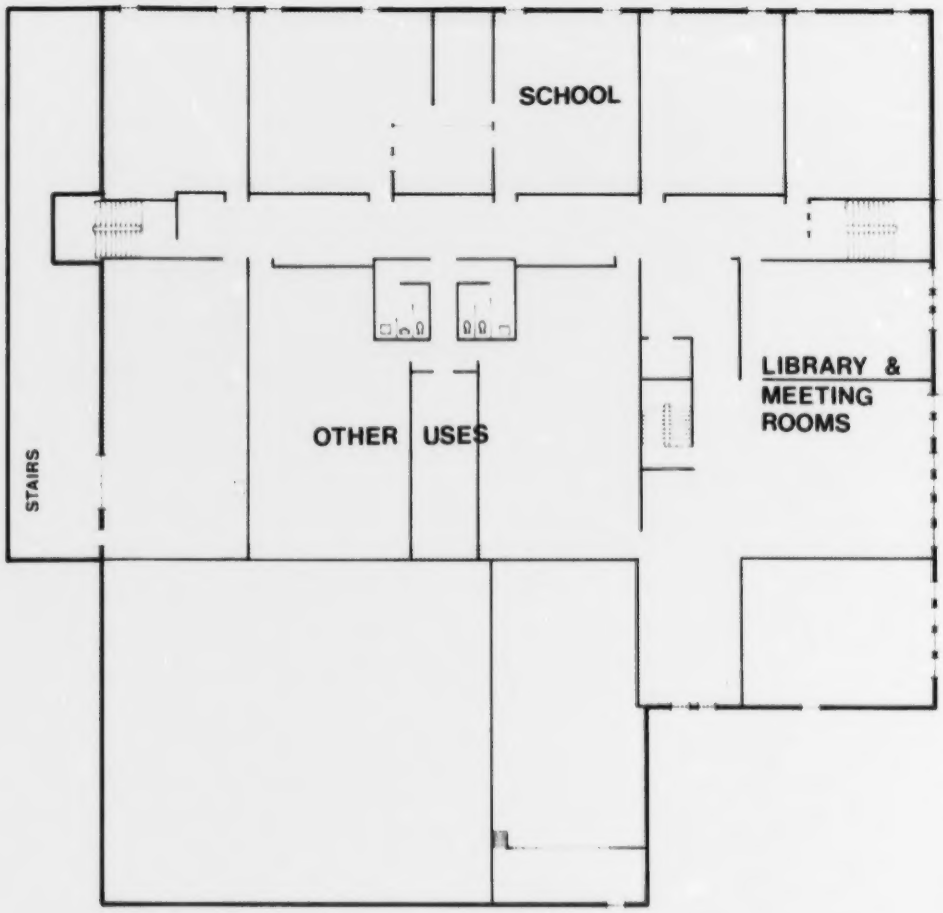
Candu Hig

LEGEND

MAIN FLOOR PLAN



SECOND FLOOR PLAN



URANIUM CITY
CONSOLIDATION PLAN
Candu High School · Possible Re-Use

LEGEND

5 10 15
Metres

PLATE
5

Gilchrist Place would increase the housing choice available to residents. Consequently this option, if fully implemented, would provide excellent amenities in the form of community facilities and housing choices. Moreover, the town would be extended along Uranium Road in a somewhat linear fashion and the "downtown" would be left largely vacant.

Capital costs of implementing this option are estimated at $396,000 for alterations to utility systems and in excess of $200,000 for conversion of Candu, exclusive of leasehold improvements. To this would be added the costs of relocating businesses and offices from current premises to Candu, which could exceed $100,000. With regard to housing, there are about 300 units in the area, of which about 235 are detached and sixty-five are multiple units. This is an excess of 220 units over basic requirements, a situation which would lead to a lot of gaps between occupied houses.

Eldorado owns a majority of the houses in this area. Ninety houses in the area are privately owned, while government staff housing numbers thirty units. There are only eight Section 40 houses and two low rental units, for a total of forty government units in this option. Consequently, to provide enough housing for remaining residents would almost necessarily require the acquisition of private and Eldorado housing. If the Eldorado townhouses (Gilchrist) and the apartment block could be acquired, the range of housing options could be substantially increased. A further consideration is that there would be a shortage of sixteen Section 40 houses, if all Section 40 occupants were to remain in Uranium City. The number of currently occupied private houses which would be excluded from this option is thirty-nine, virtually the same for the "Downtown" option.

This adoption would result in a very elongated form to the consolidated community, but would be less so if the Eldorado housing in Area 2 were excluded.

3.3.3 Preferred Option

The preferred option is the downtown option. The Candu option would provide for a very attractive community centre, establishing a much stronger focus to the community than would otherwise exist, however, there are substantial costs involved in the modification of the structure and relocating tenants. Also, there is uncertainty as to the commitment of tenants which, compounded with the uncertainty regarding the long term future of the hospital, makes the Candu conversion a somewhat speculative venture.

The downtown option would involve less relocation of offices, businesses, Section 40 households and possibly of other households. A greater stock of government housing is available, lessening the dependence of the success of consolidation on acquisition of privately-owned properties, although this would, nevertheless, be desirable. Other advantages of the downtown option are the lower capital costs for downsizing utilities and the decreased distance between hospital and other office, business and residential sections.

Further details as to the nature and the physical extent of changes in the municipal servicing systems for the consolidation plan are presented in Section 4.0.

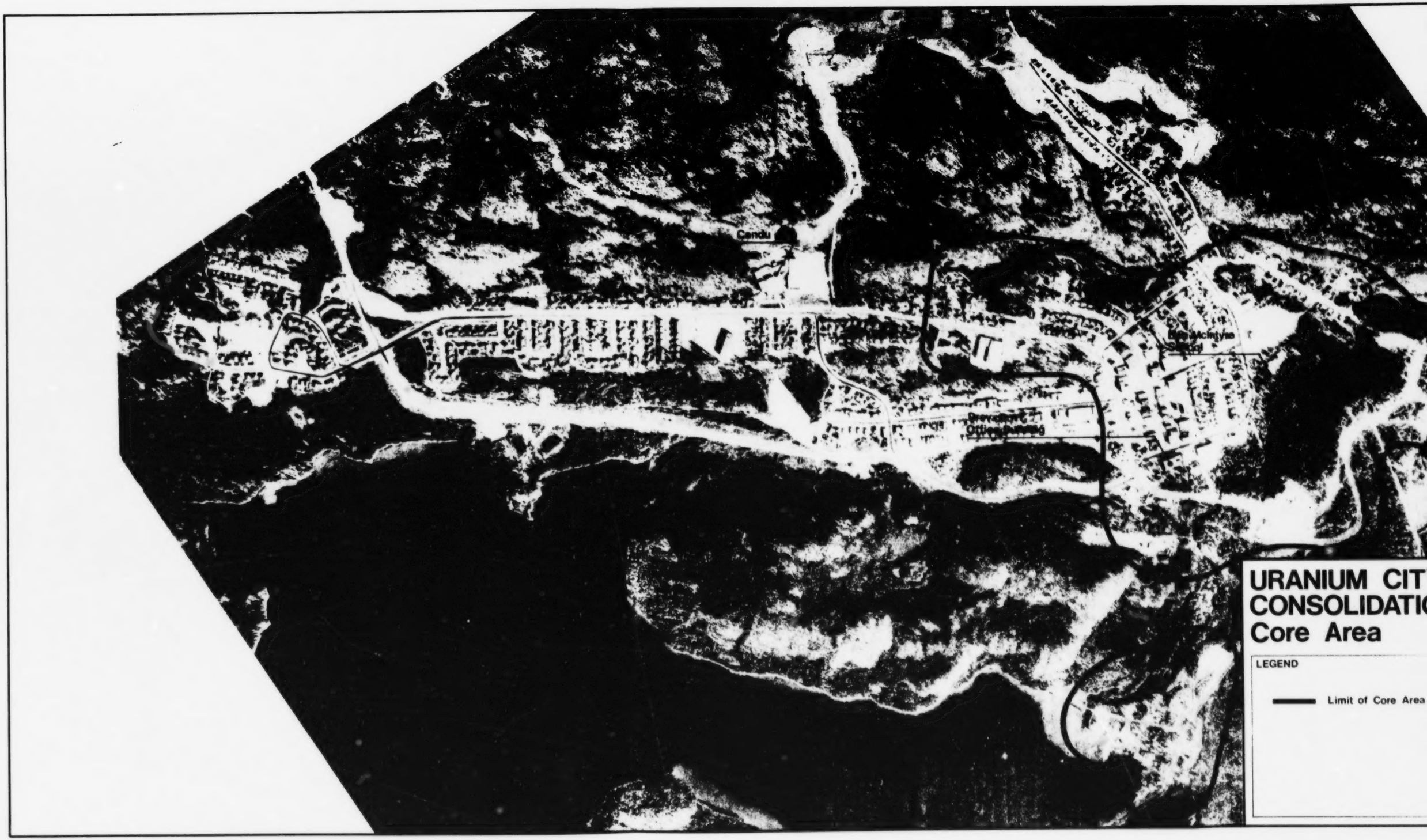
4.0 CONSOLIDATION PLAN

4.1 Extent

The core area is defined as Areas 3b, 5, 7 and 8 plus the Martin Lake float plane base and associated housing, as illustrated in Plate 6. In anticipation of the possibility that the population of the community may decrease to less than 150 people, it would be prudent to encourage those people who are moving to relocate into Area 5, the downtown area. The intent is to maintain services to all these areas, except the Martin Lake area, which does not have conventional municipal services, as long as residents remain. As the population declines and as people move within the community, they will be encouraged to relocate to the downtown area.

The Martin Lake area warrants special consideration. This area is occupied by the lake plane base and some associated residential and commercial structures. It is estimated that there are no more than eight to ten residences and it appears that some of these provide temporary accommodation for pilots. As all lots are zoned industrial, these residences either are non-conforming uses or are accessory to permitted industrial uses. There are no centralized water and sewer services to this area.

The Martin Lake area, as the base for both charter and scheduled services provided by small aircraft is likely to have a significant function in Uranium City as long as activity of any kind remains. However, the current zoning would prevent any expansion of residential uses, which might lead to environmental health problems relating to inadequate sewage disposal. There seems to be no reason for anyone to relocate to the Martin Lake area in view of the limitations on servicing and


Candu
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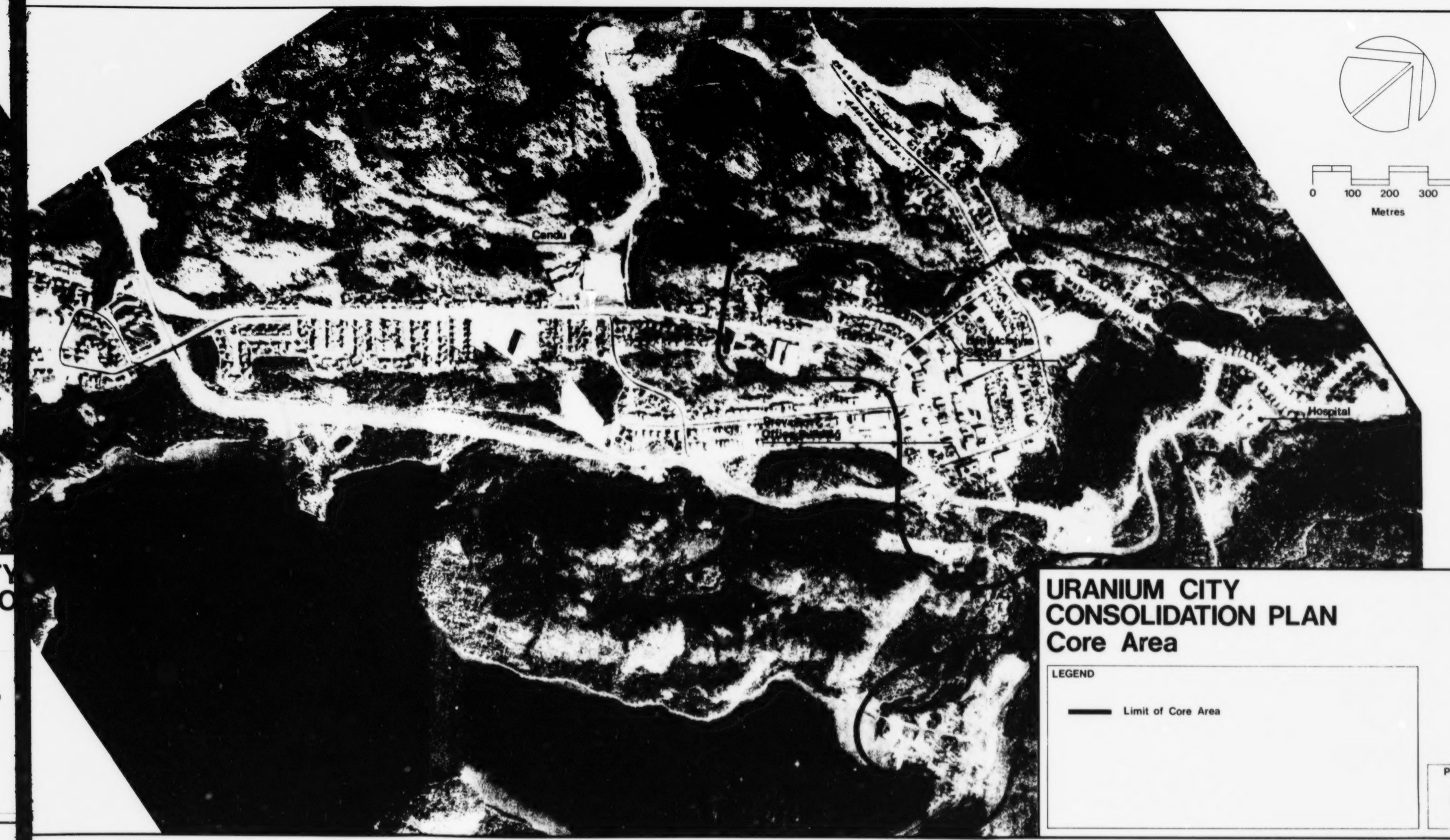
Core Area
LEGEND
Limit of Core Area



URANIUM CITY CONSOLIDATION PLAN
Core Area

LEGEND

Limit of Core Area

PLATE
6

permitted land uses. At the same time there is no good reason for people to relocate from this area to the service core. Consequently a maintenance of this status quo appears to be in order to facilitate the ongoing functioning of the lake plane base. The area is shown as part of the core area on the map so as not to create the impression that the area is a target for abandonment. If, at some future date, the population of Uranium City dwindles to a handful of people and the conventional utility systems cease to function, the option of relocating people to Martin Lake where individual systems are in place may be worth considering.

4.2 Land Use and Facilities

No major changes in the overall pattern of land use will be necessary. It is anticipated that the following structures and facilities will continue to be used:

1. Provincial Office Building
2. R.C.M.P. Building
3. Hospital
4. Recreation Centre
5. Municipal Shop - Heating and Recirculating Plant
6. Post Office

In several cases, activity functions will continue at a location which has yet to be determined. Recommendations cannot be made at this time due to some lingering uncertainties as to the stabilization of the population. The following are options for several community functions or services:

1. Municipal Offices: could remain in current offices or relocate to Provincial Office Building;

2. Education: reopen Ben McIntyre School, relocate to the Provincial Office Building, or adapt an existing store or warehouse;
3. Library: leave in current location, move to Ben McIntyre School or move to the Provincial Office Building; and
4. Liquor Board Store: leave in current location or move to another commercial operation as a downsized vendor.

There are also several businesses or activities where the status or disposition will depend on private and/or corporate decision-making. These are:

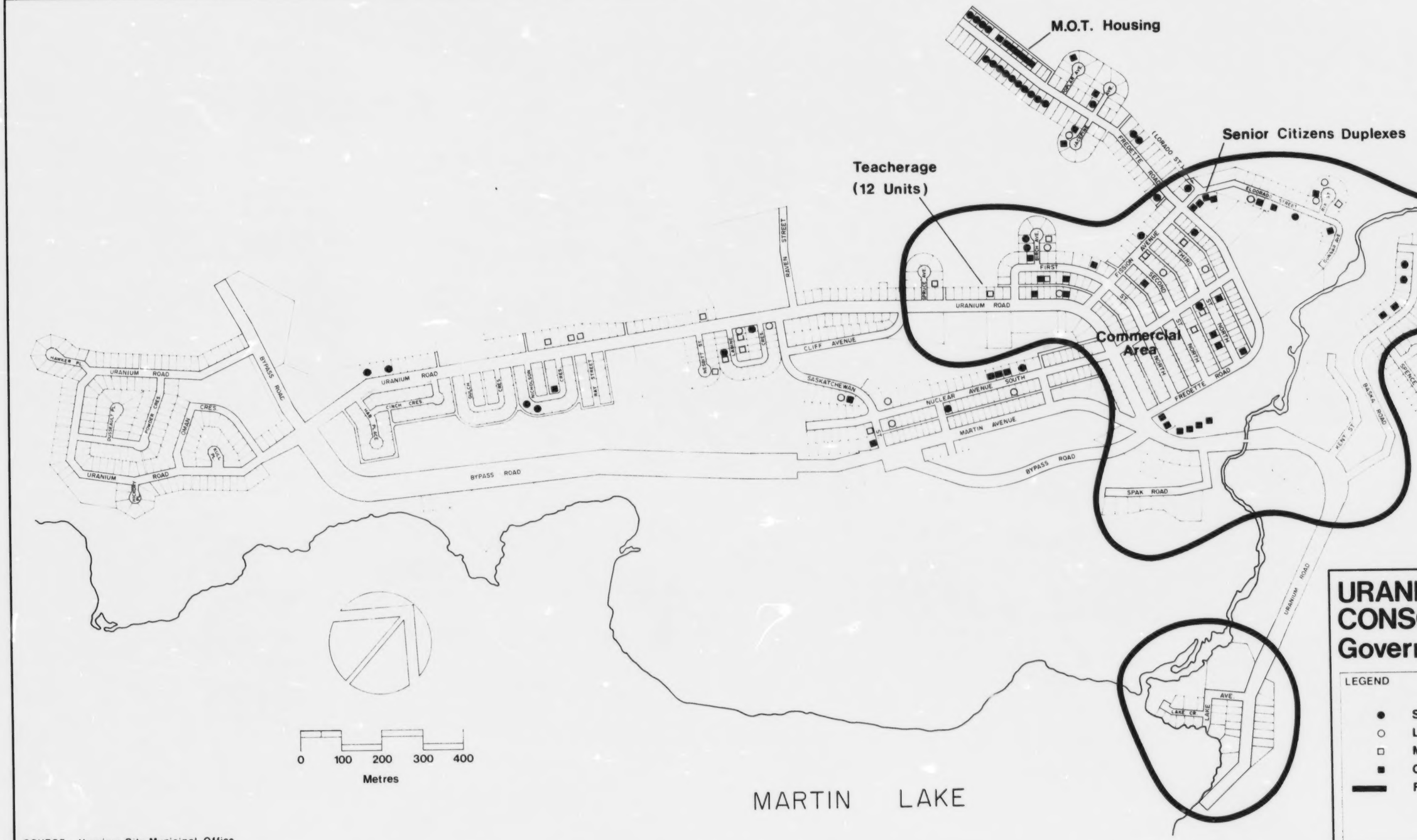
1. The Bay
2. Roman Catholic Church
3. Indian-Metis Friendship Centre
4. Restaurant

These are all located within Area 5 and hence are well-located from the point-of-view of any further shrinkage of the town.

4.3 Housing

The available housing which is owned by government agencies, including Section 40 housing is shown on Plate 7. This will constitute the core of housing stock available for government staff, Section 40 occupants or other residents.

At the time of writing, it appeared that all but six occupants of Section 40 houses would be leaving Uranium City in the summer of 1983. Consequently, there ought to be a surplus of Section 40 houses within the serviced core.

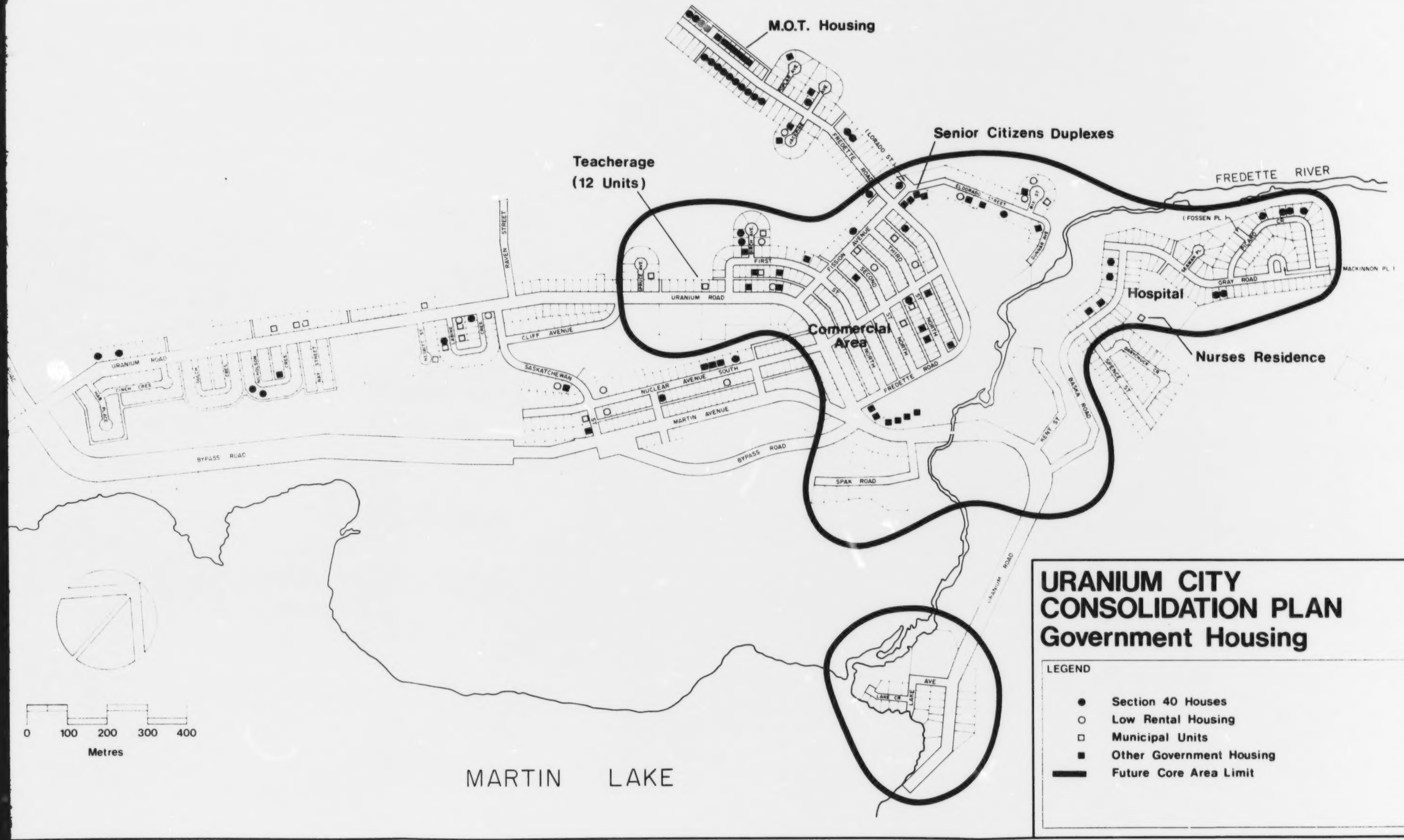


URANIUM C
CONSOLIDA
Government

LEGEND

- ● Section 40 H
- ○ Low Rental H
- □ Municipal Un
- ■ Other Governm
- ▬ Future Core A

SOURCE : Uranium City Municipal Office
Saskatchewan Housing Corporation



URANIUM CITY CONSOLIDATION PLAN
Government Housing

LEGEND

- ● Section 40 Houses
- ○ Low Rental Housing
- □ Municipal Units
- ■ Other Government Housing
- ▬ Future Core Area Limit

PLATE 7

4.4 Servicing

A certain level of downsizing of the servicing systems will be necessary to prevent high operational and maintenance costs resulting from freezing of sewer lines due to decreased flows. The largest single component of downsizing the water and sewer systems will be the construction of a force main to replace the existing large diameter, low gradient gravity main. Reduced flows increase the likelihood of sedimentation or freezing and subsequent costly repairs. A sewage pumping station would be required as well and it is anticipated that the current lift station at the foot of Fredette Road would be relocated for that purpose. Other capital costs will include downsizing of the water pumping and heating facilities construction of new water mains at cutoff points, and disconnecting service connections on main lines.

Capital costs for downsizing to the outline of the downtown option are shown in Table 7.

TABLE 7

Reducing Size of Servicing System

Water	Capital Costs
Reduce intake pumphouse capacity	$ 25,000.00
Piping changes to heating and recirculating building	$ 20,000.00
New mains at cut-off points	$ 3,000.00
Sub-Total	$ 48,000.00
Sewer	
Relocation of Fredette Road station	$ 60,000.00
New sewage force main	$160,000.00
	$220,000.00
Service Connections	
Disconnect services	$ 22,500.00
Total Capital Cost	$290,500.00

The operating cost of the system is dependent on the number of people served, the length of pipe involved and the efficiency of operations. The water system currently is a heated and recirculating system which initially heats lake water about $5^{o}F$ and recirculates it through the system. A portion of the flow is reheated and recirculated.

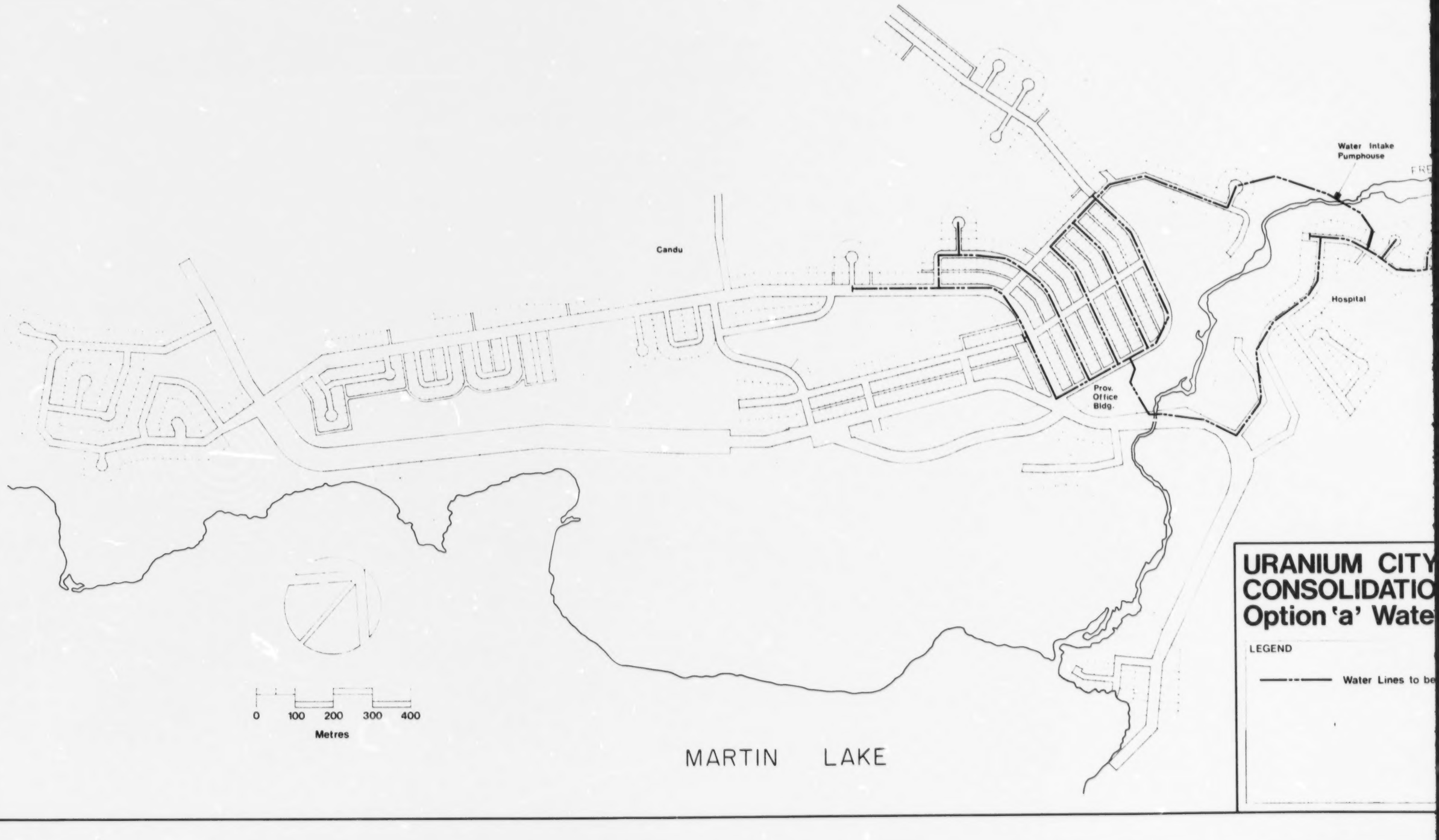
The operating costs for the water system include cost of heating water, power costs for the pumping system and maintenance. Operating costs for the sewer system include power for pumping sewage, chemicals for treatment and maintenance. Total estimated costs are as follows:

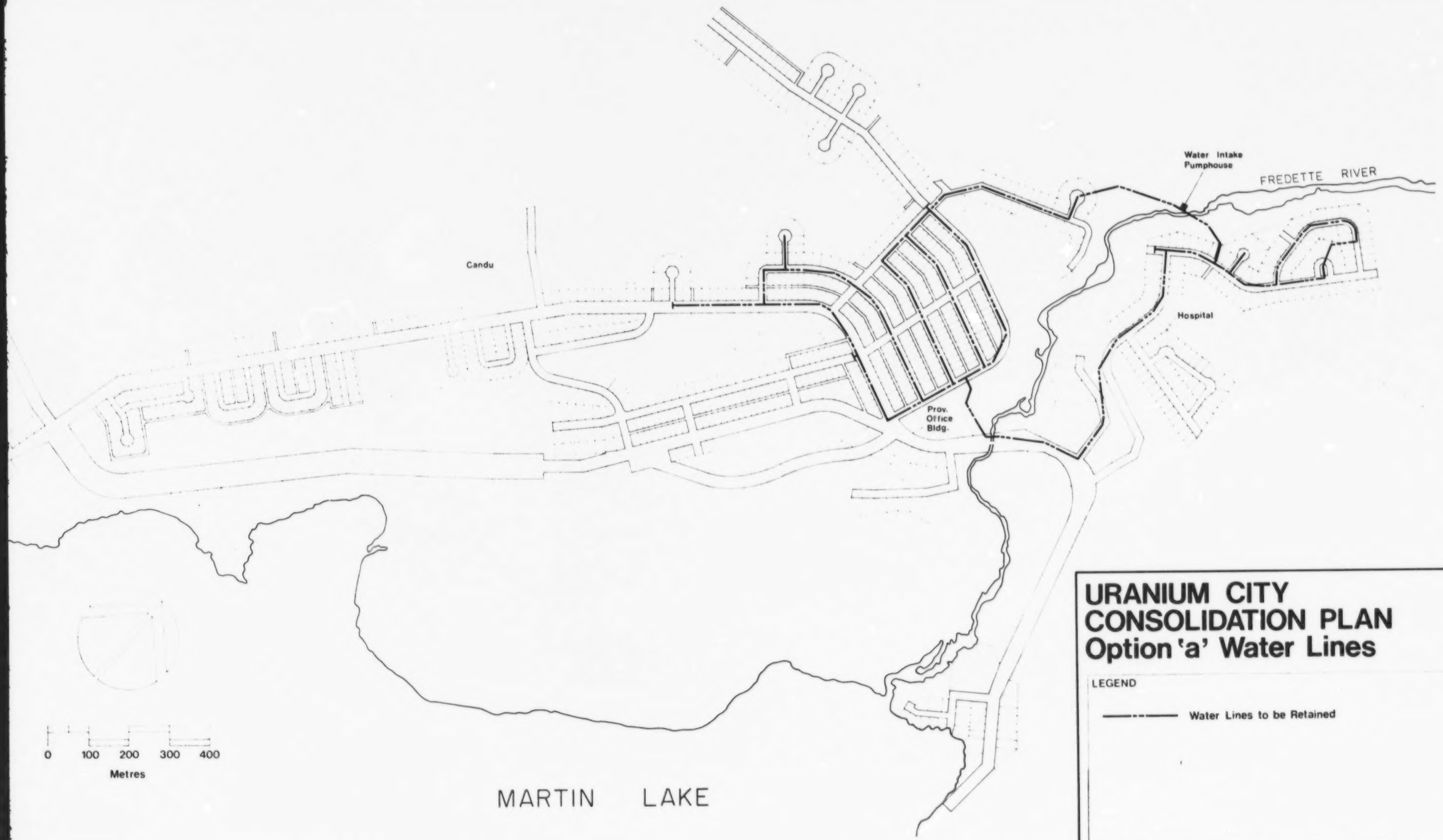
TABLE 8

Annual Operating Costs for Water and Sewer Systems

Water system - heating and pumping	$ 28,000.
Sewer system - power and chemical	$ 5,000.
Labour	$ 48,000.
Equipment	$ 15,000.
	$ 86,000.

The ultimate extent of the servicing systems is shown in Plates 8 & 9. Cutoff of services will proceed on an area by area basis, after residents have moved out and decommissioning has been completed. The construction of the force main is the most important first step to avoid freezing up of the existing trunk main. An alternative would be to maintain flushing action through the release of substantial volumes of heated water through the main. This would substantially increase annual operating costs by up to $50,000. It could be regarded as a short term or emergency measure.


Water Intake
Pumphouse
Candu
Hospital
Prov.
Office
Bldg.
0 100 200 300 400
Metres
MARTIN LAKE
URANIUM CITY
CONSOLIDATIO
Option 'a' Wate
LEGEND
Water Lines to be

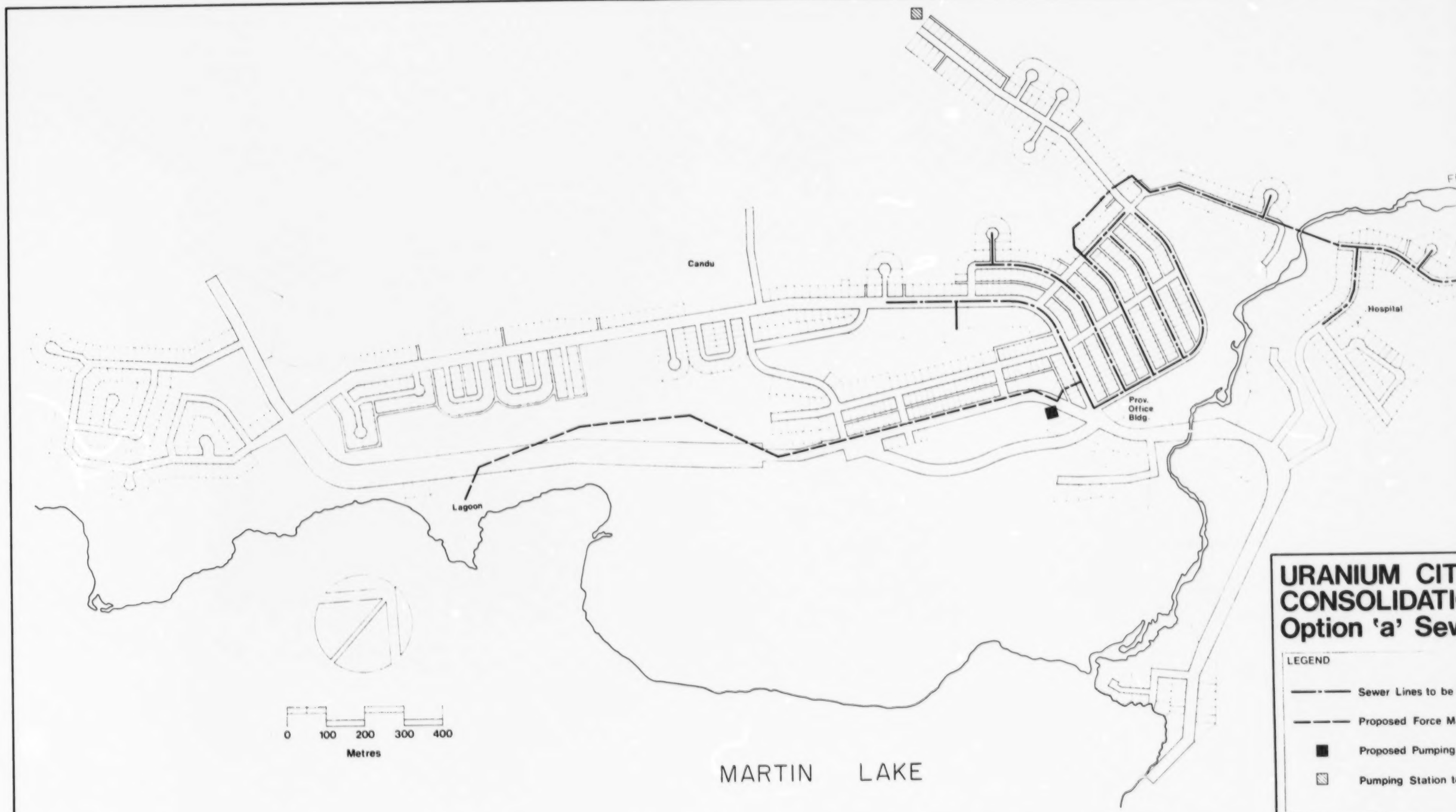


URANIUM CITY
CONSOLIDATION PLAN
Option 'a' Water Lines

LEGEND

Water Lines to be Retained

PLATE
8


Candu
Hospital
Prov.
Office
Bldg.
Lagoon
0 100 200 300 400
Metres
MARTIN LAKE
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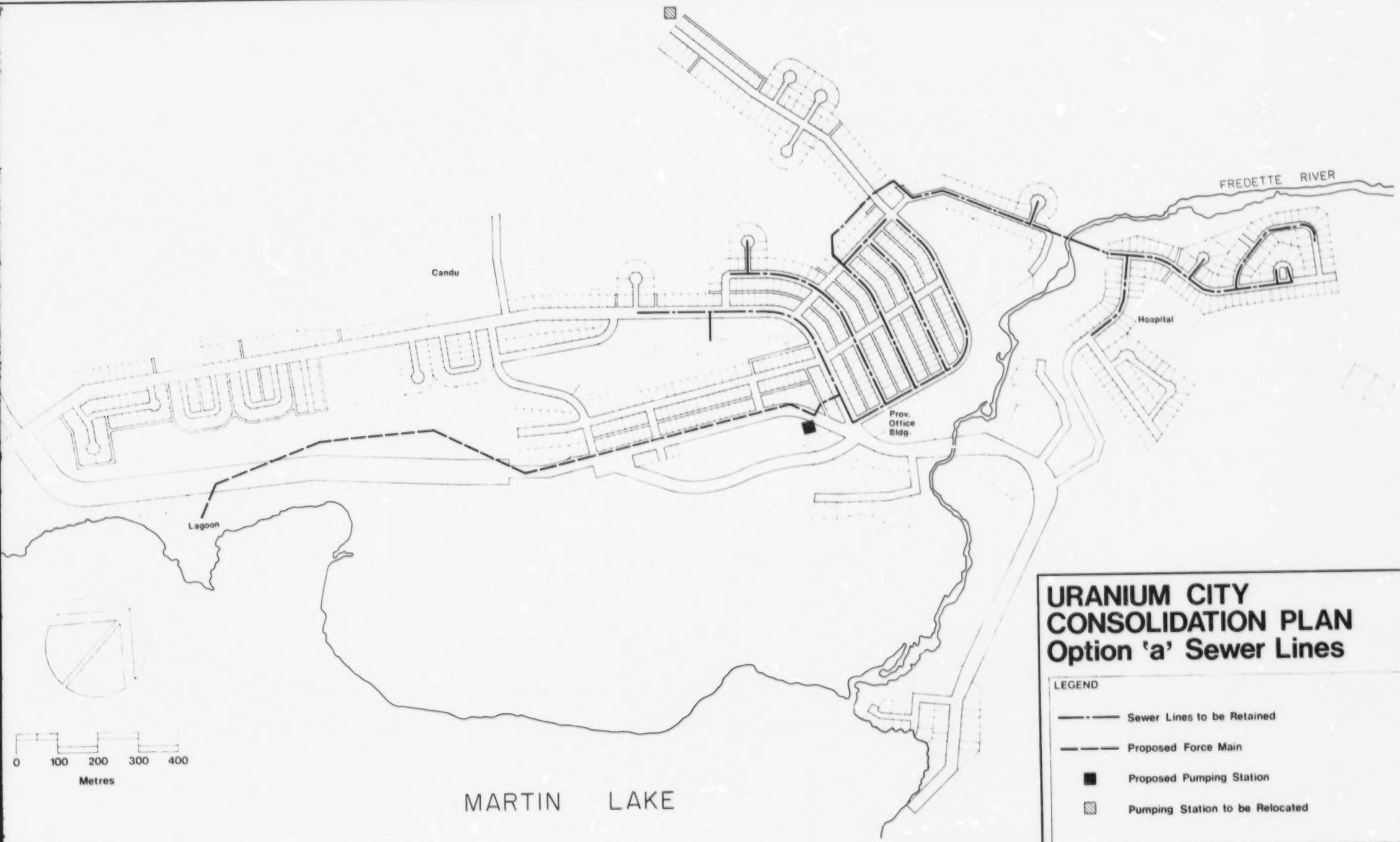
Option 'a' Sev
LEGEND
Sewer Lines to be
Proposed Force M
Proposed Pumping
Pumping Station t



URANIUM CITY
CONSOLIDATION PLAN
Option 'a' Sewer Lines

LEGEND

- Sewer Lines to be Retained
- Proposed Force Main
- Proposed Pumping Station
- Pumping Station to be Relocated

PLATE 9

It is important to note that the relocation of the Fredette Road pumping station can only take place after the north end of Area 6 has been abandoned. Close monitoring of the pace of relocation will be necessary to determine where this point is likely to be reached. It appears that M.O.T. and Section 40 houses may be completely abandoned in this area in summer of 1983 and consequently the relocation of the pumping station could take place at an early date. The construction of a force main, too, is contingent on the closing off of the gravity system in Areas 1, 2 and 3A.

Similarly, changes to the heating and recirculation system to consolidate that function at the water intake structure are contingent upon the abandonment and cutting off of Area 4. The timing of these projects, consequently, is subject to some uncertainties which are difficult to predict.

4.5 Circulation

The only major change to the vehicular circulation will be the closure of the bypass road and the re-designation of Uranium Road as the major traffic artery through the community. Decreased traffic flows and maintenance problems on the bypass road provide the justification for its abandonment.

III. IMPLEMENTATION PROGRAM

1.0 INTRODUCTION

Although the economic base for which Uranium City was created, namely uranium mining activities, no longer exists, secondary and tertiary functions have developed within the community. The secondary function is that of a Regional Services Centre. The tertiary function is that of a residential community.

In light of the very rapid changes that are occurring in Uranium City since Eldorado's shut-down announcement, it is difficult to determine the long term viability of the regional services functions without detailed study, particularly of the hospital operation. In any case, the residential function is expected to survive for some time, since many of the people who live in Uranium City don't have a better option, even if they don't have employment there. The implementation program that is presented in this section is staged to serve the residential function since it will survive, as well as the regional services function in the event that it does survive.

2.0 RELOCATION MECHANISM

2.1 Objectives

The primary objective of this element of the program is to establish procedures whereby those people who will continue to reside in Uranium City will be housed in the area of the proposed downtown option. While the program will not include provisions for the relocation of businesses, since they already occupy the downtown area, it will make provisions for the centralization of school and library facilities into the downtown area.

2.2 Agency

In line with provincial policies to increase local autonomy, the community of Uranium City, through the Administrator in the early stages and through a conventional Council in later stages, will be the agency with the authority and responsibility to administer the relocation program. In view of the limited technical and financial resources that are available locally, support will be made available, as required, by the provincial government.

2.3 Property Holding Implications

Land and buildings in the downtown area are owned by a number of various agencies. Whereas commercial properties are generally within private ownership, residential properties in Uranium City fall under the ownership of the Province, the Federal Government, the Municipal Corporation, Eldorado Nuclear Ltd., and private individuals. Among these owners, there are single family dwellings and multiple family dwellings. In the present situation, the Province has Section 40, Senior Citizens', Low Rental and Staff housing. The Federal

Government has the R.C.M.P. Barracks, the Municipal Corporation owns the teacherage, the Nurses' Residence, and a number of single family staff houses. Eldorado Nuclear Ltd. owns two multiple family dwellings, row housing and in excess of three hundred single family houses. The balance of the housing stock is made up of privately owned single family houses. Only a portion of this housing is located within the downtown area.

In situations where people who plan to remain in Uranium City presently own houses in the downtown area, the status quo will be maintained. Where people who wish to remain in the community own houses outside of the downtown area, they will be given an opportunity to trade their properties for properties that will be acquired by the community.

Where people who plan to remain in Uranium City are presently occupying a residence that is located outside the core area and owned by another agency, those people will be allowed to relocate into a rental accommodation that will be owned by the community.

The residential properties that the community will be making available for exchange or rent within the core area will have been formerly owned by the Municipal Corporation or will be acquired by one of several means. The disposition of future ownership of housing is complicated by the fact that owners of dwellings are or will soon be absent from the community. It is further complicated by the uncertainty as to whether these owners wish to retain ownership. While it is generally assumed that private absentee owners will not wish to maintain ownership, as evidenced by the fact that they are not paying taxes that are due, they will nevertheless maintain ownership until the properties are

taken over by the community through tax title proceedings, or until they voluntarily relinquish their ownership. Provincially owned housing will be turned over to the community and it is expected that any Eldorado-owned housing that constitutes a part of the relocation program will be donated to the community.

One of the major problems with having to pursue the tax title route to obtain title to properties is that the process usually takes up to four years. Under these circumstances, it would therefore be necessary that the down-sizing implementation program be extended over more than four years as accessibility to housing within the proposed community at acceptable rent levels is key to the implementation process. By virtue of the uniqueness of this Plan, based on the facts relating to the need to rationalize the community and based on the fact that considerable damage would likely occur to houses that are left unoccupied for more than a year or two, it is likely that the Tax Title Mediation Board would find favor with an application to reduce the time period for the Tax Title process to one or two years. This is important not only to alleviate the possibilities of damage that may reduce the value of the asset to nothing, but also to enable the implementation process to be completed as quickly as possible so that the community can achieve a "normal" state as soon as possible.

When it is decided which space the school and library will occupy, that space will be developed and the School Board will relocate.

2.4 Costs

The costs related to this element of the program, including legal and administrative costs in title transfers, costs of

acquisition by tax title and the costs related to the development of school and library space will be borne by the community. Since relocation is expected to occur on a voluntary basis, there will be no costs related to moving.

While it is difficult to estimate the costs related to relocation of school and library facilities until a location is selected for the same, these costs should not exceed $20,000. The legal and administrative costs in title transfers and tax title proceedings will likely be less than $5,000.

3.0 DECOMMISSIONING

3.1 Rationale

The rationalization of Uranium City to serve a changing function involves two major components. These are: 1) down-sizing, including the demolition of buildings in the vacated portions of the community; and 2) redesign and modification of the municipal infrastructure to enable the provision of functional and more efficient municipal services. As long as anyone remains in Uranium City, vacant buildings should be demolished after a limited salvage period.

The reasons that buildings that are not required should be disposed of are multi-fold. First, they will constitute a fire hazard since the water supply to the area will be discontinued. Second, buildings that are not required and not occupied will not be maintained and will therefore constitute a potential danger to people who may enter the premises. Third, unoccupied buildings also become a potential danger to small children who may wander off and gain access to these properties; they may be physically harmed or lost. Fourth, unoccupied housing, whether it has heat, light, sewer and water services or not, is too inviting to unauthorized occupancy (squatting) which could become a very difficult problem. The most significant of these is the fire hazard which would become acute, not only because deteriorating buildings are particularly subject to catching fire, but also because of the threat of a fire spreading from vacated properties to the occupied part of the community.

The operations of the full-sized municipal water and sewer systems are not viable for the down-sized community for a number of reasons. First, there will be insufficient sewage flow generated by the reduced population to keep the existing

sewage main line to the lagoon from plugging from the build-up of sediments or from freezing. Second, the pumps in the water supply system are not of an appropriate capacity to match the supply needs of the reduced population, resulting in inefficiency and very significant operating costs. Third, the reduced size of the community enables the elimination of much of the heating and pumping capacity for recirculation of water throughout the community.

3.2 Liability

The question of liability or responsibility arises out of the fact that, as Uranium City's population declines, there will be an increasing number of vacant buildings in the community. As indicated above, unoccupied buildings, whether they are in good condition or not, constitute a danger to the public safety and/or health. The Urban Municipality Act, in addressing this issue, implies that the owners of such buildings are liable for any harm that may come to a community as a direct or indirect result of these buildings.

Through Section 140 of the Act, "The council may declare any building to be a nuisance if ... for any reason, the council is of the opinion that the building: (a) is dangerous to the public safety or health". Under these circumstances, the council has the power to order the owner to demolish or remove the building.

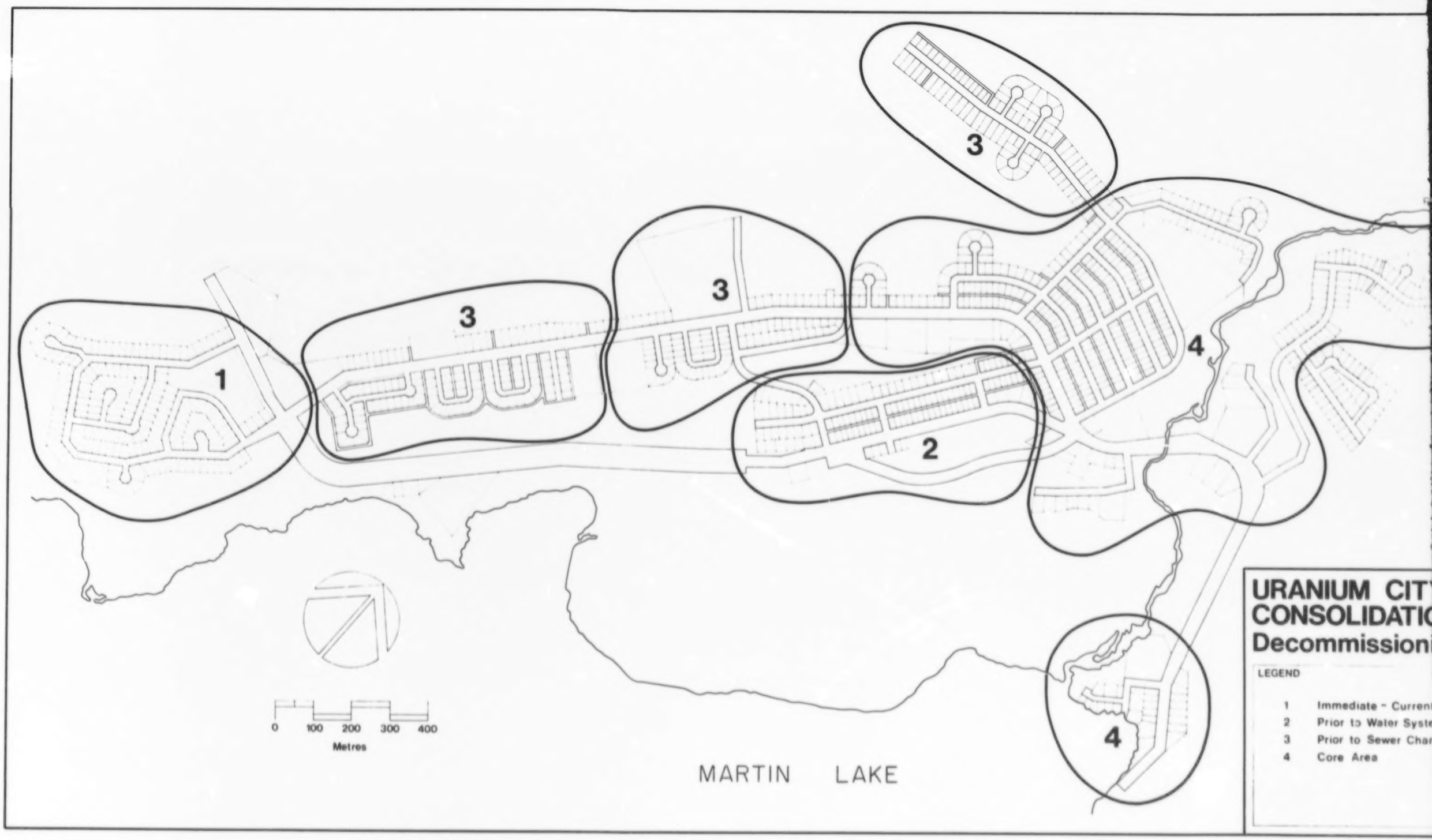
While these powers may be enforceable in conventional circumstances, enforceability under the Act is very difficult, if not impossible in the case of Uranium City. Whereas a council may undertake work that is ordered but not done in accordance with the order, the council's only recourse for reimbursement of costs thus incurred is through a tax lien. This procedure holds

little or no promise in Uranium City since the owners of abandoned properties have not paid taxes nor is it thought that they intend to. While the council has subsequent recourse through tax title proceedings, such proceedings would be worthless since property has little or no value.

3.3 The Plan - Beyond the Core Area

As indicated earlier in this section, it is essential that buildings which are not occupied nor have a very good prospect of being occupied be demolished in the interests of public safety, health and the general welfare of the community. This demolition program should proceed in stages, beginning with the TMC area, which is at the southern extremity of the community, since this area has already been totally vacated. While demolition may occur on a lot by lot basis if that is desirable or necessary, it would seem advisable from a safety and a cost point-of-view to proceed with the program on a block by block basis as areas beyond the core community are vacated. It is important to note that the demolition of buildings should precede the decommissioning of the water distribution system so that fire protection services are readily available during demolition.

Inasmuch as it is essential to achieve operating efficiencies in Uranium City and given that municipal services are generally not required except in areas of human occupation for either business or residential purposes, one of the primary objectives is to truncate the redundant portions of the municipal servicing systems. By way of example, municipal services could first be terminated in the TMC area at the southern extremity of the community, designated as Area 1. The municipal services in Areas 2, 3A, 4, and 6 and will be able to be discontinued as the relocation program is completed in each area. A generalized sequence for decommissioning is shown on Plate 10.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Metres
MARTIN LAKE
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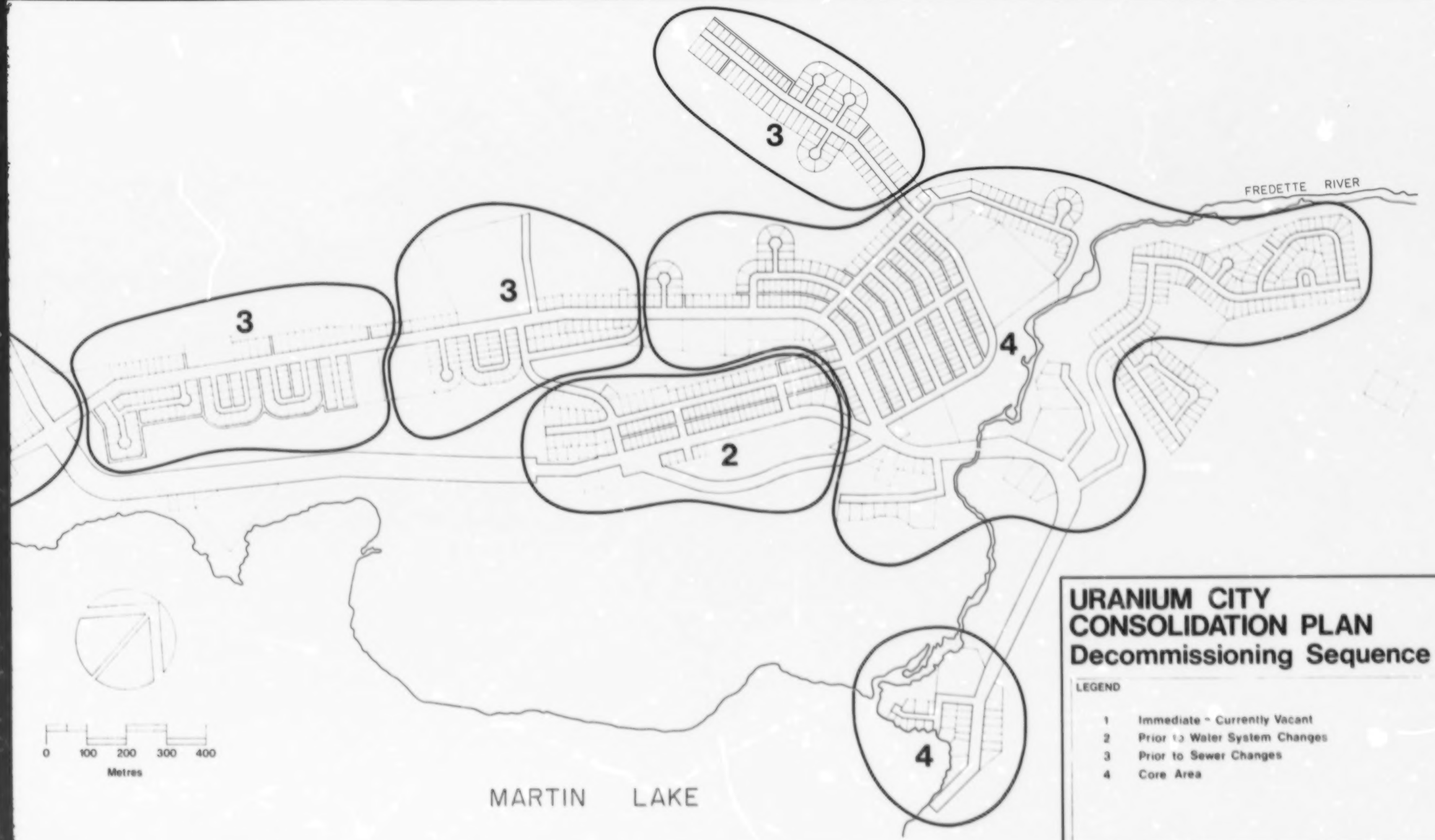
LEGEND
1 Immediate - Current
2 Prior to Water Syste
3 Prior to Sewer Char
4 Core Area



URANIUM CITY CONSOLIDATION PLAN
Decommissioning Sequence

LEGEND

1 Immediate - Currently Vacant
2 Prior to Water System Changes
3 Prior to Sewer Changes
4 Core Area

PLATE
10

Another area in which significant cost efficiencies can be achieved is in road maintenance. In these regards, the termination of roadways should occur concurrently with the termination of municipal services as areas are vacated. A significant component of the proposed road closure program will include the east bypass road which is currently designated as the Highway Bypass. Associated with this closure would be an application to have Uranium Road redesignated as a through-highway. Certain technical aspects such as signing, formal street closures and excavating at the entrances to these streets to render them inaccessible will likely be necessary procedures.

As areas are vacated and cleared of buildings and as roads and municipal services in these areas are decommissioned, legal surveys should be cancelled, streets cancelled and the land reverted to the ownership of the Crown. At that time, the municipal boundaries should be adjusted to exclude these areas. The areas should then be left to revegetate or, if it is considered necessary, they should be subjected to a reforestation program.

It is estimated that total decommissioning of all areas beyond the core area should be completed within about four years. The total cost of decommissioning redundant structures is estimated at $1,500,000. Other decommissioning costs as related to the water and sewer systems and roads are not expected to exceed $500,000. The distribution of these costs cannot be determined from existing information.

3.4 The Plan - Within the Core Area

While the decommissioning exercise within the core area may be less extensive and obvious than that area beyond the core, it

is equally as important. Abandoned buildings within the core area constitute perhaps even more of a hazard to public safety and health of the community than do such buildings beyond the core since the core is occupied by the local inhabitants. Beyond that is the consideration that vacated properties soon become an eye-sore - a social stigma, as well as a hazard.

It is therefore also considered essential that all derelict buildings, which do not have a prospective alternative use, within the core area be demolished and the residual lands cleaned up and redeveloped for some passive use that would be a credit to the community. Examples of alternative uses to which vacated buildings might be put include the school and library, temporary storage of salvaged materials from buildings and so on. In light of the uncertainties as to the longevity of the community, only that refurbishing that can be done at little or no cost should be undertaken at this time.

While the extent of decommissioning related to the municipal water and sewer systems within the core area, beyond that which was presented in the introductory portion of this section of the report, is considerably less than for that area beyond the core area, some modifications are required. The major modification that should be made relates to service connections to abandoned properties. Those unnecessary service connections, which are on "live" mains should be dug up and disconnected. Also water and sewer mains that are not required should be discontinued. In the case of water mains, these portions may be able to be valved off. Unused sewer mains should be plugged.

Similarly, streets that are not required should be blocked off to reduce maintenance costs.

While it may be acceptable to work to a standard of rehabilitation that is just sufficient to eliminate hazards to health and public safety, a higher standard should be sought in recognition of the importance of social aspects of community life. In these regards, consideration should be given to such prospects as the development of passive recreational areas on vacated properties in the downtown area. Consideration might also be given to the conversion of a good building in the downtown area to a social club - a place where people might assemble to visit, play cards or engage in some other forms of social activity.

Although it may be desirable to extend the rehabilitation measures to include a general face-lifting of the residual community, this kind of measure is considered to be better left to voluntary local action.

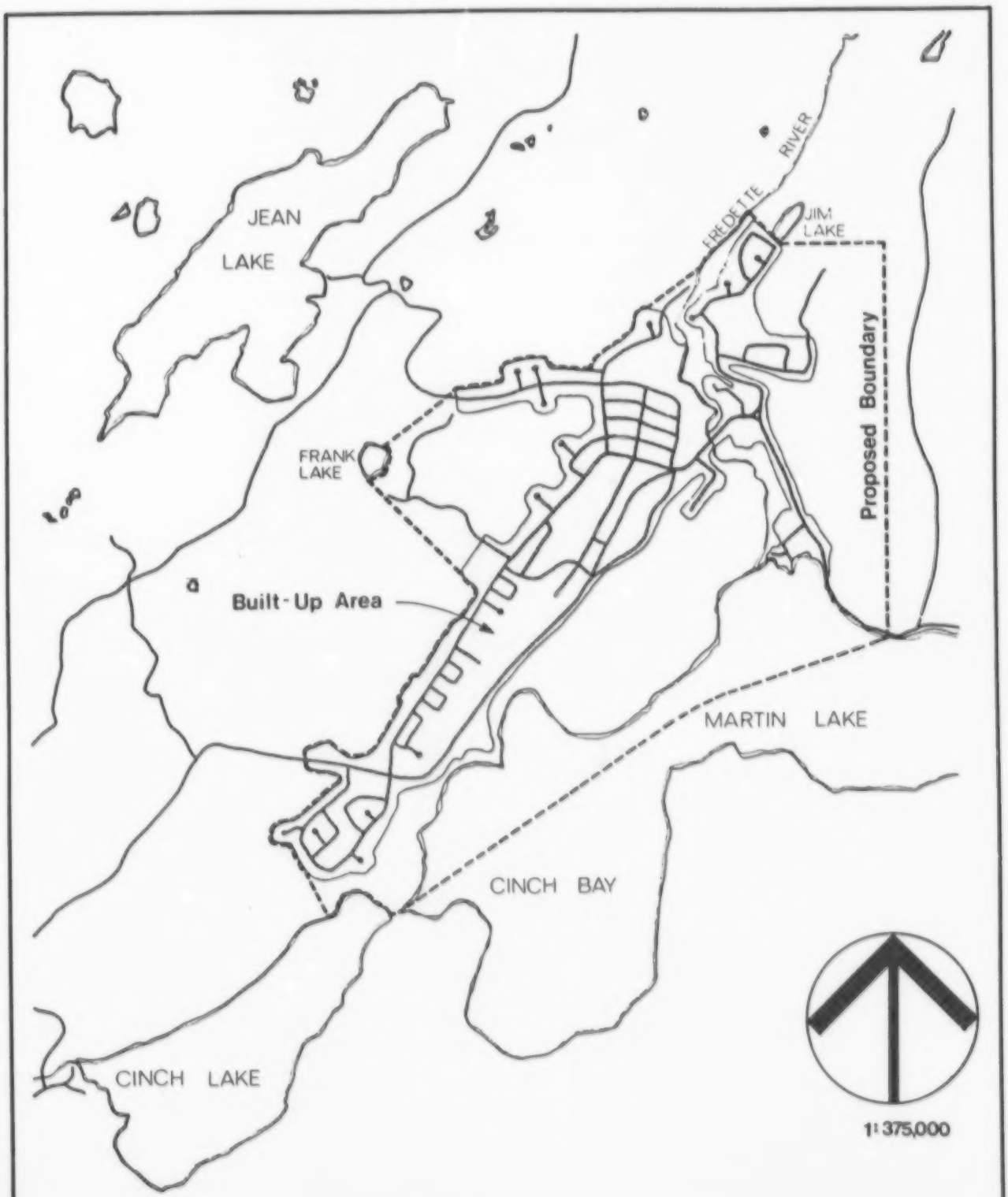
4.0 MUNICIPAL OPERATIONAL PLAN

4.1 Municipal Boundaries

At the time of the incorporation of the Municipal Corporation of Uranium City in 1953 when mining activities were very prevalent in the region, it was determined that Uranium City's incorporated limits should encompass an area that would include much of the mining activity, the Eldorado townsite, the Airport and the barge docksite and storage facilities at Bushell. This afforded two distinct advantages. First, the municipal Corporation served as the governing body for the area. Second, the activities in the area were generating operational revenues for the Corporation.

As a result of the termination of the mining activities in the area and given the limited administrative resources that will be retained at Uranium City, it would seem advisable to reduce the area of administrative responsibility to a more meaningful size. In these regards, it is recommended that the municipal boundaries be drawn to enclose essentially only the currently subdivided area of the community of Uranium City (see Plate 11). Outlying areas will therefore fall under the jurisdiction of the Province.

As the program for the down-sizing of Uranium City progresses, additional areas will revert to unoccupied lands vested in the Crown. As these areas become redundant from the point-of-view of being part of the community, the incorporated area will be further contracted, returning these areas to provincial jurisdiction. As indicated earlier, the proposed reversion to the Crown will be accompanied by cancellation of surveys and street plans.



PROPOSED MUNICIPAL BOUNDARY

PLATE
11

4.2 Municipal Structure

With the passage of Bill 58 in the current legislative session, Uranium City will become a northern village. The governing body for the village will consist of an Administrator and a conventional village council.

As a result of the nature of the decisions that will have to be made in the course of implementation of the proposed decommissioning plan, and in recognition of the problems that the current council would encounter in making such decisions, the council has tendered resignation and petitioned the Minister of Northern Saskatchewan to appoint an Administrator to serve as the governing agent during the early stages of decommissioning. The Minister is supportive of council's position. As decommissioning progresses under the direction of an Administrator, the community will again achieve a relatively stable status. At that time an election will be held to elect the village council.

Whereas the current municipal structure includes provision for the operation of the local school system, it is recommended that the responsibility for the operation of this institution be removed from this body and reassigned to a more appropriate agency. It is recommended that the school system be operated as a constituent part of the Northern Lights School District. However, in light of a number of uncertainties, including the size of the school, the grades offered, the breadth of classes offered and the extent of area covered by the school, we would recommend that the operation, for the time being, be under the jurisdiction of an Interim Administrator appointed by the Department of Education.

The hospital, on the other hand, should continue to be owned by the local municipal government and it should be operated by a Hospital Board, which will be appointed by the Council. Operational costs will be covered by grants from the Saskatchewan Hospital Services Plan.

Whereas it is essential to ensure that representation on the Board is such as to ensure continued accountability of the Board to the local Council, consideration should be given to the inclusion of regional representation on the Board since most of the user population comes from beyond the local community.

The support staff for the Village Administrator and Council should consist of an Office Secretary, three maintenance staff to operate the water and sewer systems, to do general maintenance work and to collect solid wastes, one recreation facility operator and the Hospital Board.

4.3 Operating Budget

4.3.1 Municipal Revenues

Residential properties within the community will generate revenue either through property tax, grants-in-lieu of property tax or through rent. If taxable owners fail to pay taxes or to transfer their titles to an owner who will pay taxes or cash-in-lieu of taxes, the community will acquire ownership of those properties through tax title and rent them out.

For the purpose of revenue calculations, it is assumed that subsidized rental rates will be in the order of $100 to $120 per month, not including day-to-day operational costs. After

deduction of maintenance costs, it is assumed that each dwelling unit will generate an average annual net rent of about $750.

Assuming this level of revenue per residential dwelling unit, one hundred dwelling units will generate a tax revenue equivalent of $75,000 per year. Assuming that businesses and government institutions that will remain in the community where they are presently located will pay taxes, cash-in-lieu thereof, or rent, a limited amount of additional revenue will be forthcoming. This would probably amount to about $7,000 in taxes from the motel operation, the Liquor Board Store, the Bay and the cafe, and $10,000 net rent from the R.C.M.P.

Other sources of revenue include the sale of services to others, other revenue from own sources and unconditional grants. By way of summary, the prospective annual revenues to the community are shown in Table 9.

TABLE 9

Projected Revenue

Taxes, Grants-in-lieu of Taxes and Rent	$ 92,000.00
Sales of Services to others	$ 1,000.00
Other Revenue from Own Sources	$ 2,000.00
Unconditional Grants	$ 90,000.00
Water and Sewer Utilities and Garbage Collection	$ 30,000.00
	$215,000.00

4.3.2 Municipal Expenditures

To offset the revenue side, there is an expenditure side. General Government Services will experience a significant reduction from the past few years by virtue of staff reductions, reductions in audit fees and association dues and the elimination of a tax grant to Old Age Pensioners and of relocation costs for employees. The estimated annual General Government Services budget will be about $118,000. The budget for Municipal Housing will be about $5,000. With the elimination of a contract for R.C.M.P. services, the Protective Services budget will be reduced to about $15,000.

The operation of Transportation Services, Environmental Health Services and the Water and Sewer Utilities will be able to occur effectively with three people. This assumes that most of the road maintenance work will be done by the Department of Highways under custom work arrangements, that garbage collection will be done by the three municipal staff members rather than by contract and that cemetery-related work will be voluntary. The cost of these various services will be approximately $162,000. It is conceivable that there may be advantages in the expansion of services provided by government people on a custom work basis as the community decreases in size.

With the significant reduction in the size of the community, there will also have to be significant cuts in recreation and cultural services. The staff complement will be reduced to one person who, depending on that person's capability, will be responsible for the operation of the recreation complex, particularly through the winter months. As a further cost saving measure, all ice surfaces will revert to natural ice. The proposed budget for these services is $44,000.

By way of summary, the projected annual expenditures for the operation of the community are presented in Table 10.

TABLE 10
Projected Expenditures

General Government Services	$118,000.00
Municipal Housing	$ 5,000.00
Protective Services	$ 12,000.00
Transportation Services	$ 72,000.00
Environmental Health Services	$ 12,000.00
Public Health and Welfare Services	$ 1,000.00
Recreation and Cultural Services	$ 44,000.00
Fiscal Services	$ 10,000.00
Sewer and Water Services	$ 84,000.00
	$358,000.00

In summary, it should be noted that these projected revenues and expenditures apply to the community with a population of 250 people. The estimated net cost of operation will therefore be $143,000 per year or $572 per person per year, which is a fairly significant per capita deficit. Unfortunately, if the population continues to decline, revenues will decline correspondingly and there will not be a comparable decline in the expenditures because the costs of operation of the systems cannot be significantly reduced. It is therefore conceivable that, if the population decreases to one hundred people, annual revenues may decrease to $100,000 while annual expenditures may continue to be in the order of $270,000 or so, presenting a net annual operating deficit of $170,000, which amounts to an annual per capita cost of $1,700. It will therefore be essential to carefully reconsider the viability of continuing to offer the same level of municipal services under this scenario.

4.4 Development Controls

In light of the recent extensive changes that have occurred in Uranium City, the Development Plan has become totally irrelevant, except for the majority of the zoning controls section, which should be retained. The Development Plan Bylaw should therefore be rescinded and replaced. The policy component should be replaced by this Consolidation Plan which would serve as a Basic Planning Statement. The zoning controls should be modified only to a limited extent and adopted as a separate Zoning Bylaw.

The changes that are recommended are essentially technical in nature to render the proposed bylaw relevant. References that are made to the Municipal Corporation will have to be changed. Technicalities such as references to the Manager and Mayor in the definitions section will have to be edited to ensure correctness of title. The number of zoning districts should be reduced by eliminating the MS - Mine Site District from the proposed bylaw.

In view of anticipated changes in the Planning and Development Act, reference to the zoning bylaw as an integral part of the development plan should be eliminated. As a final observation, maps will have to be modified to account for changes in community size.

4.5 Disposal of Assets

The municipality and various provincial agencies have been approached regarding the disposal of assets ranging from land, houses, office and school equipment, construction and maintenance equipment, fire trucks and other capital assets. It is

recommended that all supplies and equipment which may have a useful purpose in Uranium City be retained to avoid the possible need to bring such assets in at a later date.

The equipment presently owned by the community is in generally good repair and only those items which are obviously not used should be disposed of. The value for the most part is not substantially reduced and premature disposal could be a mistake. Equipment not frequently used may provide invaluable in a crisis when considering the remote location, even if operating staff had to be imported.

This recommendation is based primarily on the fact that potential revenue from these assets would likely be insignificant relative to the cost to replace them. Houses should not be sold until the future redevelopment plans for the community have been firmly established. The ultimate disposal of assets will become a major responsibility of the Administrator.

IV. SUMMARY OF RECOMMENDATIONS: THE DOWNSIZING STRATEGY

In the course of Phase I of this Study, it was concluded that: 1) people will continue to live at Uranium City for the next several years; and 2) Uranium City should be retained as the Regional Service Centre for the Athabasca Region as long as the existing infrastructure for the delivery of regional services, particularly the hospital, is suitable for the purpose and provided that effective and efficient delivery systems can be maintained at that location.

Given these basic premises, detailed evaluation of a number of the constituent parts of the community, such as housing, commercial and institutional facilities and municipal utilities were undertaken in Phase II in order to identify options for the redevelopment of the community. Two basic options were outlined, namely one focusing on the existing downtown area and the other centred on the Candu High School, which could be redeveloped as the core.

The downtown option affords the opportunity to retain an existing, functioning commercial area as well as local and provincial government offices. It also enables the retention of existing churches in the community. Other advantages of this option are that: 1) the downtown area includes a greater proportion of government staff housing; 2) the implementation of necessary municipal servicing changes is less costly; and 3) it will not be necessary to incur the cost and inconvenience of redeveloping the urban core in the Candu High School. The most significant advantage of development centred on the existing downtown area is that that option affords much greater flexibility for the implementation of the consolidation program than does the Candu option. The downtown option, in maintaining the

current physical urban form, is also the least disruptive of business, office and residential communications linkages.

The Candu-centred option, on the other hand, would provide a significant advantage as a consolidated commercial, institutional and educational urban core, which would constitute an attractive focus for the community. However, while this type of an amenity may be found pleasing and convenient after people became accustomed to the new urban form, the cost and logistical difficulties associated with the implementation of that option render it a second choice.

The logistics of implementation of the selected option, while they are simpler than for other options, are complicated particularly by the location and ownership of residential accommodations. They are further complicated by the fact that it is considered desirable to allow a one year salvage period prior to unoccupied and unnecessary housing being demolished and the fact that it is considered essential to maintain the water distribution system and an adequate supply for fire protection in all areas until demolition programs are completed.

The following table (Table 11) presents the implementation tasks, program timing and the dominant implementation agencies. Associated estimated costs are presented in Table 12.

All items have been discussed in other portions of the text and reference may be made to these sections for greater detail.

The time frame for consolidation to the core area is uncertain, as downsizing of water and sewer hinges on the abandonment and decommissioning of several key areas, namely Area 1 (TMC), Area 4 (Nuclear Road) and Area 6 (Fredette Road). It is

anticipated that major facility downsizing will not be possible until the summer of 1984, and the decision to proceed can be made with full awareness of the outcome of the assessment of the viability of the hospital. Costs of the various components are shown in Table 12.

A graphic representation of the various components of the consolidation process is presented in Plate 12. The chart illustrates relationships between various phases of implementation along with a possible time frame.

Table 11 and Plate 12 portray the various steps to be taken to achieve the necessary adjustments to the community organization, structure and infrastructure in an orderly and economical manner. They constitute the key recommendations to be followed by the various concerned agencies in implementing the consolidation of Uranium City.

TABLE 11

Uranium City Consolidation Plan

Staging

Task	Timing	Agency(ies)
1. Designate Core Area	immediate-June 1983	DNS
2. Determine Extent of Exodus/ Housing Needs	July/Aug. 1983	Municipality
3. Initiate Salvage Process - one year time horizon	July/Aug. 1983	All property owners
4. Acquire Housing		
a) consolidate gov't housing	June-Sept 1983	Mcplty/SHC/RCMP/SMDC/ NSEL
b) initiate Tax Title	June-Sept. 1983	Municipality
c) ENL negotiations	June-Sept. 1983	Provincial
d) encourage Quit Claim	June-Sept. 1983	Municipality
5. Municipal Structure		
a) appoint village administrator	immediate	
b) declare - village (or town)	July, 1983	DNS/Municipality
c) declare boundaries	July, 1983	DNS/Municipality
d) declare development plan redundant	July, 1983	DNS/Municipality
e) adopt revised zoning bylaw	June-Sept./1983	Municipality
f) Council election	July/August,1984	Municipality
6. Engineering		
a) relocate SPS	following abandonment of Area 6 - latest - June 1984	Mcplty/Prov.
b) build forcemain	as 6 a) - latest - June 1984	Mcplty/Prov.
c) relocate H & R Facility	following abandonment of Areas 1,2,4, and 6 (1 and 4 are critical)	Mcplty/Prov.

d) downsize water pumping facility	simultaneous with 6(c)	Mcplty/Prov.
e) close valves on water and block off sewers	abandonment of individual areas	
f) close off bypass road - redesignate Uranium Road	July 1983	Mcplty/Dept. of Highways

7. Decommissioning

	Salvage	Demolition	
a) Area 1, 2, 3a, 4b	June/83 to July/84	Summer, 1984	ENL/Mcplty/ property owners
b) facilities within core		ongoing	all property owners/ Mcplty

8. Hospital

a) initiate assessment	June 1983	Dept. Health/ DNS/Federal Gov't
b) prepare contingency plan	Sept 1983 - June 1984	Dept. Health
c) make decision regarding viability	June 1984	Dept. Health/Mcplty

If viable - carry on at stabilized population, allow municipal decommissioning to proceed to completion within two years.

If not viable - implement contingency plan for hospital,
- estimate impact on community,
- further downsizing required to 100 population or less.

9. Education

a) appoint trustee	June, 1983	Dep't. of Education
b) adapt suitable structure	July/August, 1983	Dep't. of Education/ Municipality
c) resolve administrative framework for ongoing operations	1984	Dep't. of Education,

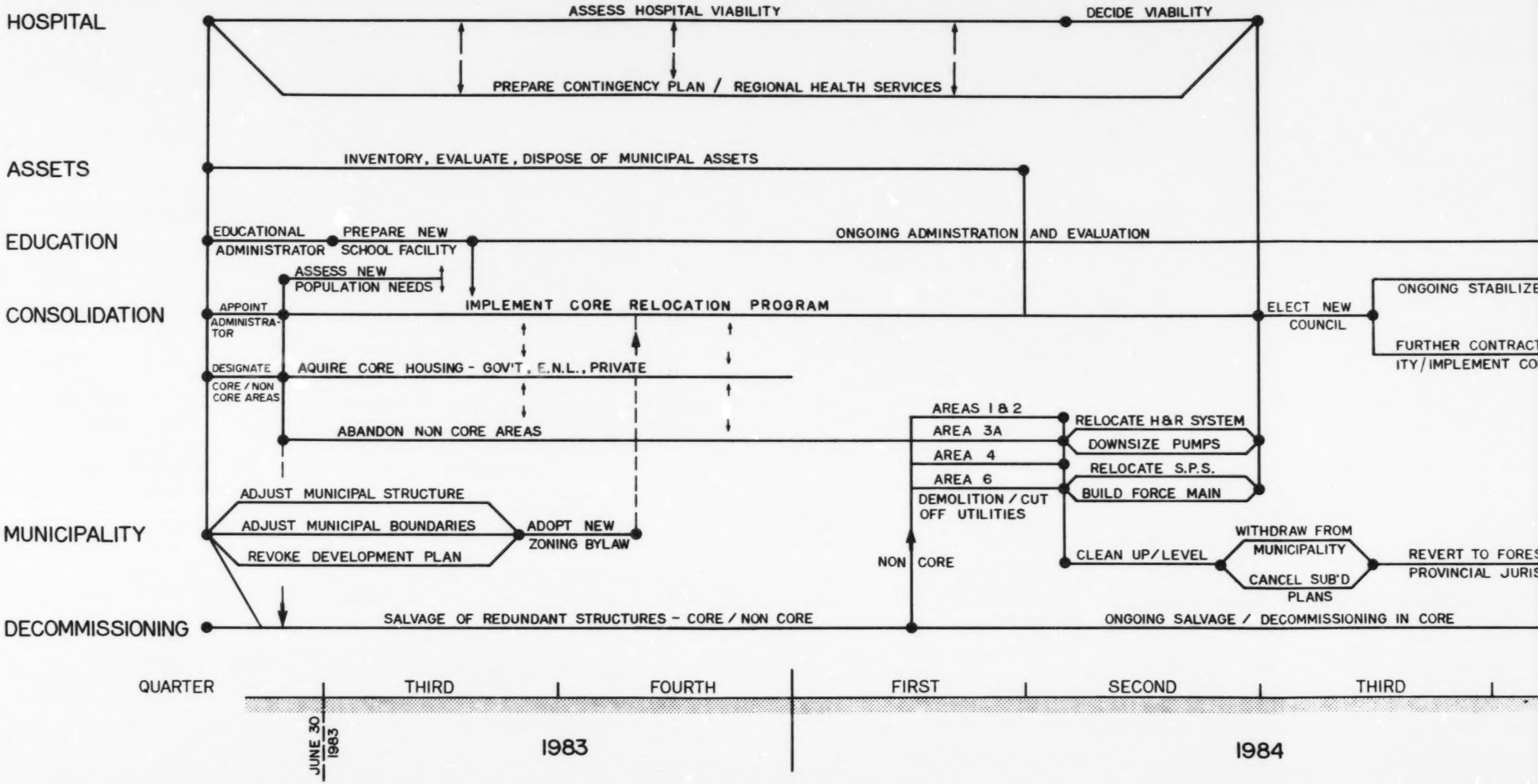
TABLE 12

Consolidation Plan Cost Estimates

Acquisition of Housing	Indeterminable[1]
Relocate Sewage Pumping Station	$ 60,000.00
Construct Forcemain	$160,000.00
Relocate Heating and Recirculation Facility	$ 20,000.00
Downsize Water Pumping Facilities	$ 25,000.00
Decommissioning Housing Areas	Indeterminable[2]
Relocation of School Facilities	$ 20,000.00

Note: 1. The cost of the housing acquisition program is dependent on unknown factors such as housing availability as people leave Uranium City, demand, related to anticipated future size of community and the cost of acquisition, which is negotiable.

2. Costs of decommissioning housing areas cannot be determined until the success of the proposed salvage program is known and until responsibilities are assigned as to who should bear the costs of demolition and clean-up.


HOSPITAL
ASSESS HOSPITAL VIABILITY
DECIDE VIABILITY
PREPARE CONTINGENCY PLAN / REGIONAL HEALTH SERVICES
ASSETS
INVENTORY, EVALUATE, DISPOSE OF MUNICIPAL ASSETS
EDUCATION
EDUCATIONAL ADMINISTRATOR
PREPARE NEW SCHOOL FACILITY
ONGOING ADMINSTRATION AND EVALUATION
CONSOLIDATION
ASSESS NEW POPULATION NEEDS
APPOINT ADMINISTRATOR
IMPLEMENT CORE RELOCATION PROGRAM
ELECT NEW COUNCIL
ONGOING STABILIZE
FURTHER CONTRACT
ITY/IMPLEMENT CO
DESIGNATE CORE / NON CORE AREAS
AQUIRE CORE HOUSING - GOV'T, E.N.L., PRIVATE
ABANDON NON CORE AREAS
AREAS 1 & 2
AREA 3A
AREA 4
AREA 6
DEMOLITION / CUT OFF UTILITIES
RELOCATE H&R SYSTEM
DOWNSIZE PUMPS
RELOCATE S.P.S.
BUILD FORCE MAIN
MUNICIPALITY
ADJUST MUNICIPAL STRUCTURE
ADJUST MUNICIPAL BOUNDARIES
REVOKE DEVELOPMENT PLAN
ADOPT NEW ZONING BYLAW
NON CORE
CLEAN UP/LEVEL
WITHDRAW FROM MUNICIPALITY
CANCEL SUB'D PLANS
REVERT TO FORES
PROVINCIAL JURIS
DECOMMISSIONING
SALVAGE OF REDUNDANT STRUCTURES - CORE / NON CORE
ONGOING SALVAGE / DECOMMISSIONING IN CORE
QUARTER
THIRD
FOURTH
FIRST
SECOND
THIRD
JUNE 30 1983
1983
1984
IMP

ASSESS HOSPITAL VIABILITY

DECIDE VIABILITY

PREPARE CONTINGENCY PLAN / REGIONAL HEALTH SERVICES

INVENTORY, EVALUATE, DISPOSE OF MUNICIPAL ASSETS

EDUCATIONAL ADMINISTRATOR

PREPARE NEW SCHOOL FACILITY

ONGOING ADMINSTRATION AND EVALUATION

ASSESS NEW POPULATION NEEDS

APPOINT ADMINISTRATOR

IMPLEMENT CORE RELOCATION PROGRAM

ELECT NEW COUNCIL

ONGOING STABILIZED POPULATION

FURTHER CONTRACTION OF COMMUNITY / IMPLEMENT CONTINGENCY PLAN

DESIGNATE CORE / NON CORE AREAS

AQUIRE CORE HOUSING - GOV'T, E.N.L., PRIVATE

ABANDON NON CORE AREAS

AREAS 1 & 2
AREA 3A
AREA 4
AREA 6
DEMOLITION / CUT OFF UTILITIES

RELOCATE H&R SYSTEM
DOWNSIZE PUMPS
RELOCATE S.P.S.
BUILD FORCE MAIN

ADJUST MUNICIPAL STRUCTURE

ADJUST MUNICIPAL BOUNDARIES

REVOKE DEVELOPMENT PLAN

ADOPT NEW ZONING BYLAW

NON CORE

CLEAN UP / LEVEL

WITHDRAW FROM MUNICIPALITY

CANCEL SUB'D PLANS

REVERT TO FOREST UNDER PROVINCIAL JURISDICTION

SALVAGE OF REDUNDANT STRUCTURES - CORE / NON CORE

ONGOING SALVAGE / DECOMMISSIONING IN CORE

THIRD | FOURTH | FIRST | SECOND | THIRD | FOURTH

JUNE 30 1983

1983

1984

PLATE 12

IMPLEMENTATION